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ABSTRACT

These hearings focused on issues and topics related to House Resolution 2491. The major purposes of this proposed legislation are to: (1) establish in the federal government a global foresight capability with respect to natural resources, the environment, and population; (2) establish a national population policy; and (3) establish an interagency council on global resources, environment, and population. Included are the statements of: Representative Katie Hall (Indiana), chairman of the Subcommittee on Census and Population; Representative Richard Ottinger (New York), author of the legislation; Representative Bob Edgar (Pennsylvania); and representatives from the following: Organization of the Joint Chiefs of Staff; Bureau of the Census; Zero Population Growth; League of United Latin American Citizens; the Environmental Fund; and the National Audubon Society. Also included are statements submitted by: The National Wildlife Federation; the Sierra Club of San Francisco; Population Communication; the Society of American Foresters; four chapters of Zero Population Growth (Los Angeles, Minnesota, Seattle, and San Diego); as well as the Assistant Secretary of Agriculture for Economics. Among the areas addressed during the hearings were: the need for the legislation (including a need based on the purported relationship between population increase and specific American environmental problems); population trends; implications of continued population growth; and opposition to the legislation (such as the view that the legislation is biased against certain population groups). (JN)

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GLOBAL RESOURCES, ENVIRONMENT,
AND
POPULATION ACT OF 1983

HEARING
BEFORE THE
SUBCOMMITTEE ON CENSUS AND POPULATION
OF THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 2491

A BILL TO ESTABLISH IN THE FEDERAL GOVERNMENT A GLOBAL FORESIGHT CAPABILITY WITH RESPECT TO NATURAL RESOURCES, THE ENVIRONMENT, AND POPULATION; TO ESTABLISH A NATIONAL POPULATION POLICY; TO ESTABLISH AN INTERAGENCY COUNCIL ON GLOBAL RESOURCES, ENVIRONMENT, AND POPULATION, AND FOR OTHER PURPOSES

JULY 26, 1984

Serial No. 98-49

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GLOBAL RESOURCES, ENVIRONMENT, AND POPULATION ACT OF 1983

THURSDAY, JULY 26, 1984.

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, DC.

The subcommittee met, pursuant to call, at 9:42 a.m., in room 311, Cannon House Office Building, Hon. Katie Hall presiding.

OPENING STATEMENT OF HON. KATIE HALL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

Ms. HALL, Good morning.

The Subcommittee on Census and Population is called to order at this time.

This morning, the Subcommittee on Census and Population will hear testimony on the bill, H.R. 2491, to establish in the Federal Government a global foresight capability with respect to natural resources, the environment, and population; to establish a national population policy; to establish an interagency council on global resources, environment, and population, and other purposes.

The need for this country to plan for its future, and the future of generations to come, has become very evident in the last decade. Our industries have fallen behind those of other nations, and we have failed to keep up in many aspects of technology. Energy supplies are depleting, and the search for new sources of energy is discouraged by many of today's energy brokers. Environmental planning is failing to keep up with a rapidly growing population.

This country must develop a foresight capability that would enable public and private interests to coordinate efforts for the future. Planning for the future cannot be done in a vacuum. Our country's decisionmakers must have access to accurate data that takes into account limited resources, a healthy environment, and a rapidly changing population.

H.R. 2491 is a legislative effort to implement in the Federal Government a responsible and knowledgeable body to study and suggest future planning that certainly would be in the best interest of all Americans.

This morning, we have with us two of the most distinguished Members of the U.S. Congress, who will lead off our testimony. The first person who will be presenting information this morning is the author of this legislation. He is from the State of New York, he's been here for a very long time, and has a very long and distin-

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guished record in the U.S. Congress. He is Congressman Richard Ottinger of New York.

And, with the Congressman this morning is another Member of our body who is also very distinguished, and who has a deep commitment to what we are about to do. And of course, this person is Congressman Robert Edgar of the State of Pennsylvania.

Thank you so much, gentlemen. And, at this time, we would like to present Congressman Ottinger.

STATEMENT OF HON. RICHARD L. OTTINGER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. OTTINGER. Thank you very much, Madam Chairman. And, I'd like to recognize your very distinguished service in this body, express the regret shared by many, many of your colleagues that you won't be with us next year.

I'd like to express my appreciation to you for holding these hearings and inviting me to appear today. No problem is more fundamental to society than restraining the burgeoning growth of world population. Global population is expected to rise from 4.7 billion today to at least 6.4 billion by the close of the century. Over 90 percent of this increase will occur in the less developed countries. By the year 2000, 8 of every 10 people will live in those countries, most of them in congested urban areas. As I am sure you are aware, the World Bank earlier this month released a World Population Report in which it was projected that global population figures will double—to 10 billion—by the year 2050. Most of this dramatic increase will come in developing Third World nations. The attendant problems of inadequacy of food to feed those people, inadequacy of clothing, inadequacy of housing, tremendous human distress. The report correctly concludes that if measures are not enacted to address this increase in world population, the economic development of these nations, as a result, the economies of all nations, will be stifled.

Sadly, as the gravity of these problems grow, so does the reticence of the Reagan administration and Congress to face them with the necessary diligence and energy. It's our task here to form the alliances needed to address this fundamental threat to world stability.

The bleak prospects abroad require the U.S. leadership in addressing our own domestic problems resulting from a lack of foresight regarding demographic changes and population growth. While our birth rate has dropped, the American population growth continues—and will continue—to grow. Today's population of 236 million will reach 260 million by the turn of the century. At the present growth rate of 1 percent, the United States will add the equivalent of a new California every decade and a new Washington, DC, each year. Such growth will force decisions over the use of our own resources. It will complicate already controversial choices over the quality of our environment. Yet it will reduce the number of alternatives available to us.

We have already experienced many of these difficult problems: Our parks system is overcrowded; the Adirondack lakes in my own home State of New York have been left lifeless by acid rain and

other pollutants; asbestos workers and coal miners are among those who have died prematurely because of pollution where they work. Urban industrial centers in the North have shown a steady decline in employment and population with no vehicle in place to accommodate these changes. The Sunbelt States have witnessed a tremendous influx of population and development, yet have not adequately prepared to meet these new challenges.

Demographic changes may be as damaging as sheer growth. The rising population in the Southwest strains scarce water resources. The steady aging of the population forces changes in the character and distribution of many services. The unanticipated influx of immigrants taxes the capacities of host communities, and pits new arrivals against established residents.

Last year, I introduced H.R. 2491, the Global Resources, Environment, and Population Act. Forty of my colleagues have joined to cosponsor this legislation. H.R. 2491 addresses the overwhelming impact that population growth and demographic change have in shaping our Nation, our economy, our programs and policies, and our resources. H.R. 2491, would establish a Federal commission which, for the first time, would be charged to: First, give our National Government the capacity to more accurately forecast and effectively respond to short- and long-term trends in the relationship between population, resources, and the environment; second, establish a national population policy with the goal of population stabilization by voluntary means, third, provide for interagency efforts to collect, monitor, and coordinate demographic information analysis, and to integrate this knowledge into programs and policies at all levels of government.

It's important to note what this legislation does not do. This bill does not mandate intrusive proposals for population control. It does not become involved in controversial birth control issues. It does, however, reaffirm the basic right of all individuals to decide family planning issues freely and responsibly.

The purpose of this legislation is not new. In 1938, Congress first recognized the value of a national population policy of stabilization. The National Resources Subcommittee on Population Problems recommended in its report to President Franklin D. Roosevelt that appropriate legislative and administrative actions be taken to shape broad national policies regarding our population problems and that transition from an increasing to a stationary or decreasing population may on the whole be a benefit to the life of the Nation. That was almost 50 years ago.

In 1972, the National Commission on Population growth and the American future recommended that organizational changes be undertaken to improve the Federal Government's capacity to develop and implement population-related programs, and to evaluate the interaction between public policies, programs, and population trends.

In 1974, the United Nations declared "World Population Year," and the United States joined with other countries in endorsing the World Population Plan of Action, a formal agreement calling for each nation to adopt its own population policy. The United States still has not honored this commitment, despite the fact that we urge population stabilization on underdeveloped countries and help

pay for its implementation with our taxpayers' dollars. America clearly has a policy of "Do what I say—not what I do." For American diplomacy to succeed in these troubled times, it must acquire credibility by showing that the United States is prepared to tackle at home those problems we ask others to address abroad.

More recently, the House Select Committee on Population did a fine job of bringing out the ramifications of population impacts on our Nation's foreign policies. The committee recommended that Congress consider mechanisms for improving the ability of the Federal Government to develop alternative policies and programs to plan for future population change and to assess the short-term costs and benefits of each.

And so, it must be said that although the substance of my proposal sounds familiar, the urgency for taking action remains.

In 1980, the President's Council on Environmental Quality and the U.S. Department of State released the "Global 2000 Report." It concluded that a continuation of then current trends would lead to a world in the year 2000 that would be "more crowded, more polluted, less stable ecologically, and more vulnerable to disruption than the world we live in now."

The followup, "Global Future; Time to Act," in 1981 proposed a series of specific actions to meet the problems described in the earlier report. To improve the United States capacity to respond to global resource, environmental and population issues, the report recommended that the responsibility for developing and coordination of U.S. policy on these issues be centralized in one agency, preferably in the Executive Office of the President.

The report further states, and I quote:

Coordinated development of policy is absolutely essential. All the pieces must be evaluated and brought together in a coherent whole—a job attempted in this report for the first round, but one that must be continued, expanded and made a permanent, high priority part of government operations.

Ignoring population growth and change will not stop these forces from reshaping our lives and our children's future. Only conscious efforts at every level of government to understand them and plan ahead will make a difference. To persist in overlooking the many ways in which demographic changes affect the allocation of resources, goods, and services is to risk their waste and ineffectual distribution in times of mounting scarcity.

I'd like to acknowledge the tremendous help in drafting this bill by the Zero Population Growth Organization, which is testifying before you today. They indicate that while I sympathize with the League of Latin American Citizens Concerns about the Simpson-Mazzoli bill and the threat that it may pose for discrimination against Hispanic citizens, I have participated with that coalition in seeking to remove those present measures. What this bill does is not comparable, as they would indicate. What we seek to do here is to plan for population growth. There are going to be massive amounts of immigration. We've already seen the disruption that has taken place in some of the communities, Texas, Florida, and other areas; where that immigration is taking place.

A failure to take that into account in our federal government planning, I think, would be very short sighted indeed. We have seen the government finance building of new hospitals in places of

declining population, but we didn't have that information available to us. Other such anomalies, which simply waste the taxpayer's money and don't make them available to those places where real need exists. I think that it only is the most fundamental kind of sense to see to it that the agencies of government have the necessary information which make the demographics within this country that we enable ourselves to plan for our resources. At this time, \$200 billion deficits put tremendous pressure on any kind of social effort to redress problems in our own country. Those resources are, in fact, used where they are needed. I hope that the subcommittee will look favorably on the legislation.

Thank you again for the opportunity to testify.

**STATEMENT OF HON. BOB EDGAR, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF PENNSYLVANIA**

Mr. EDGAR. Madam Chairwoman, I also want to thank you for the opportunity to testify and praise you for holding these hearings which I think are very important in terms of looking at foresight.

I would also like to take a moment to commend my colleague Dick Ottinger for his foresight over the years. Dick was the founder of the Environmental and Energy Study Conference, which I've been an active member of since 1975. He's been a leader in trying to be at the cutting edge of so many issues which are important to us as a nation. We're going to miss his leadership in the House of Representatives after January of next year. I want to publicly say how much I appreciate his involvement over the past 10 years that I've been in Congress.

I might also point out that Col. James Edgar is not a direct relative, although it was interesting to meet my distant cousin this morning. It looks like Edgars are taking over the witness list here. I hope that the quality of our statements indicate that Edgars are concerned about the future.

Let me begin by saying that the whole concept of foresight is important to us. H.R. 2491 is an important piece of legislation that we ought to consider very carefully. I'm chairman of the Congressional Clearinghouse on the Future. In the audience is Lena Lupica, the director of the Clearinghouse, and a number of staff people who work diligently throughout the year to try to bring a foresight capability to the Congress of the United States. We try to raise the level of information and get Congress people beyond their 1 year budgets and 2 year elections; to look at the 5, 10, 15, 20 year futures that are upon us.

We are in the midst of a process of life, that is, a swirling process. The change is so rapid that those of us who have been in Congress even for a short time often fail to realize how rapid that change is. I point out, for example, to many of my constituents that in 1960, when John F. Kennedy and Richard Nixon were vying for the Presidency, the population of our planet was approximately 3 billion people. In 1975, 15 years later, when I became a Congressman, the population of our planet reached 4 billion people. And, in the last 10 years, we have added over a half a billion people to the world's population. Demographers tell us that by the year 2000, we'll have between 6.2 and 6.6 billion inhabitants on our planet,

and not to have some foresight, not to have some planning, not to respond to the resource needs that are there would be an inappropriate response from our generation.

Virtually every Government study on the long-term future that has been conducted in recent years has recommended that the Government establish some form of global trend monitoring. Yet, there still does not exist anywhere in Government a group responsible for identifying, analyzing, and integrating global trends into policy concerns of this Nation. Foresight is a term used by Government to avoid the pitfalls and perils that usually accompany the word "planning." I don't know why it is that in industry, it's OK to plan, and they wouldn't be without their short- and long-term planning. But, somehow, when those same industry people run for Congress and get elected or become Presidents of the United States, planning becomes a dirty word.

Foresight is a blend of science and measured judgment. It systematically concentrates on three things: anticipated developments, probabilities of specific occurrences within a given time frame, and the effects of one alternative development on another development.

Foresight improves our ability to make sound decisions, to avoid unintended or undesirable side effects, and take advantage of opportunities. The goal of foresight is not to make accurate forecasts, but to promote alternative thinking and alternative action. Foresight asks the right "what if" questions, and I believe as a nation we need someone raising those "what if" questions.

Why does planning for the future sound a warning bell? When we fail to act, we often find ourselves overtaken by events. A minor problem becomes a crisis, or an opportunity is lost. The rate of change is so rapid that we have less and less time to avert crises once a threatening trend has been identified. As a nation, we cannot afford to waste any opportunity, especially when our position in the global marketplace is faltering.

Every one of us makes choices, either personal decisions or decisions in Government, based on some assumption about what the future will be like. Today, when the Nation faces economic, social, and technological uncertainties, we need to understand how change is going to affect us. People are starved for information about the future. Anyone who doubts this should look at the phenomenal success of John Naisbitt's book "Megatrends." One and one-half years on the best seller list and a special favorite on college campuses. And, of course, there is the "Megatrends" counterpart in Government, another best seller, "The Global 2000 Report to the President of the United States," which came out right at the end of the Carter administration.

Unfortunately, the "Global 2000 Report," in my opinion, was not received and utilized to its fullest potential. It does study many of the long-range trends, but 4 years later, this administration has not really taken up the "Global 2000 Report" and its recommendations and updated them and used them in policy decisions. The "Global 2000 report" was the impetus behind similar studies by the Swedish, Chinese, and Canadian Governments. The report has triggered action outside of Government with the Global Tomorrow Coalition, an organization of 70 environmental and resource groups, and the "The Year 2000 Committee," a project of the World Wild-

life Fund. Both organizations actively lobbying for more foresight activities. Policymakers and individuals need to have substantive forecasts in order to make sound decisions. By substantive, I mean projections based on accurate information, using the best methods, and with reasoned judgments, that will paint a picture of what is likely to happen if present trends continue or if key trends shift or alter their momentum. Decisionmakers in business, industry, and universities also need information on population, resources, and the environment in order to weigh alternative choices.

Some congressional committees take foresight very seriously, while others are overwhelmed by the urgency of the day-to-day tasks. I believe that the legislation that you are looking at would be very helpful to both the legislative and the administrative branch of Government in helping to have a foresight capability, particularly as it relates to the question of population, but to all the other questions that we've raised.

H.R. 2491's proposed Council on Global Resources, the Environment and Population, with its required biannual report to the President on projections and analysis of their impact on the Nation, will provide, I believe, a focal point for debate from public, private, and academic sectors, and will also provoke response from the international community. A podium for population resource environment projections will create an audience for additional outside Government followup studies, and the focused effort should improve forecasting techniques as well.

In my opinion, the present day population problem is, in some measure, due to the lack of foresight. Past Agency for International Development programs dealt only with one side of the population equation. The problems were geared only to reduce mortality rates, and ignored any attempt to reduce fertility rates or to understand the consequences of that on those nations.

The Nation must look at the long term and consider what will happen if world population is not stabilized. Projections are that the number of people in the world could reach 10 to 12 billion people by the middle of the next century. The monitoring of global demographic information is strategically important because economic growth and world peace are tied to a stabilized population growth. We need to know which countries have population growth projections that signal a coming disaster.

Madam Chairwoman, the biggest obstacle for foresight and what foresight must overcome is an attitude. Your hearings today, the legislation that's introduced, I think, will help to change the attitude of Congress and the executive branch in not feeling that foresight is a hot potato that should not be touched, but, in fact, should be embraced. And, that every committee of Congress, every subcommittee of Congress, along with having oversight hearings, should have foresight hearings to look at the long-term implications of all of the activities of the legislative branch.

And, the President of the United States, as he faces another 4 years, or as a new President takes office in January, needs to have the recognition that, in those 4 years, enormous changes will take place in our world and in our Nation. The foresight capability in this legislation and in other legislative initiatives could be enormously helpful to our Nation.

Thank you for the opportunity to testify. I'll respond to any questions you might have.

[The statement of Mr. Edgar follows:]

TESTIMONY
OF
HONORABLE BOB EDGAR, M.C.

I appreciate this opportunity to testify before the Subcommittee on the global foresight capability of the federal government and on H.R. 2491. Allow me to wear two hats today, one as a legislator and Chair of the Congressional Clearinghouse on the Future and another as a parent. I would like to represent my children's children - if you will, to be an ombudsman for the nation's grandchildren. I think we are doing future generations an unthinkable injustice in not systematically and consistently considering the consequences of the decisions we make today. I believe it is essential that this Nation develop and expand its foresight capabilities.

Members of Congress through the Congressional Clearinghouse on the Future have for almost eight years worked to call attention to future issues and to make the Congress more "future-responsive." The Clearinghouse and other legislative service organizations such as the Northeast-Midwest Congressional Coalition were established to cut across the narrow jurisdictions of the committee structure to present the larger picture. However, despite many successes, the Clearinghouse is severely limited by lack of funding: without a formal operating budget the Clearinghouse relies solely on the dedication and commitment of its 100 Members. The bipartisan and bicameral Clearinghouse sponsors seminars, briefings and workshops for Members and staff and also publishes newsletter and reports. The group will continue to work for more foresight within the Congress by focusing on specific emerging issues and by providing committees with technical assistance on foresight procedures.

Virtually every government study of the long-term future that has been conducted in recent years has recommended that the government establish some form of global trend monitoring. Yet, there still does not exist anywhere in government a group responsible for identifying and analyzing global trends and integrating them into the policy concerns of the Nation.

Foresight is the term used by government to avoid the pitfalls and perils that usually accompany the word "planning." It is meant to be a safe bridge over two very different, but equally hostile, territories. On the one side is predicting the future with its image of a fortune teller gazing into a crystal ball making predictions that have no basis in reality and on the other side is planning which suggests the five-year plan of Soviet bloc countries and the specter of central control.

Foresight is a blend of science and measured judgment. It systemically concentrates on:

- anticipated developments,
- probabilities of specific occurrences within a given time frame, and
- the effects of one alternative development on another.

Foresight improves our ability to make sound decisions - to avoid unintended and undesirable side effects - and take advantage of opportunities. The goal of foresight is not to make accurate forecasts but to promote alternative thinking and action. Foresight asks the right "what if" questions, and we need to ask more "what if" questions.

Why does planning for the future sound a warning bell in government when it does exactly the opposite in business? Businesses and industries that fail to interpret signs of change and fall victim to new technologies and marketplace attitudes are maligned for failing to plan. Should not government also look to the long-term, anticipate the needs of society and measure its actions against reasonable projections of the future?

When we fail to act, we often find ourselves overtaken by events, a minor problem becomes a crisis or an opportunity is lost. The rate of change is so rapid that we have less and less time to avert crises once a threatening trend has been identified. As a nation, we cannot afford to waste any opportunity, especially when our position in the global marketplace is faltering.

Every one of us makes choices, either personal decisions or decisions in government, based on some presumption about what the future will be like. Today, when the nation faces economic, social and technological uncertainties, we need to understand how change is going to affect us. People are starved for information about the future. Anyone who doubts this should look at the phenomenal success of John Naisbitt's "Megatrends": 1½ years on the best seller list and a special favorite on college campuses. And, of course, there is the "Megatrends" counterpart in government, another best seller, "The Global 2000 Report to the President."

I almost feel the need to apologize for bringing up the "Global 2000 Report" when it is over four years old and so familiar to most of you. But there has been no update of Global 2000. It is still the only

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study that examines long-term implications of present world trends in population, natural resources, and the environment. Global 2000 was the impetus behind similar studies by the Swedish, Chinese, and Canadian governments. The report has triggered action outside government with the Global Tomorrow Coalition, an organization of 70 environmental and resource groups, and The Year 2000 Committee, a project of the World Wildlife Fund. Both organizations actively lobbying for more foresight activities. Policymakers and individuals need to have substantive forecasts in order to make sound decisions. By substantive I mean projections based on accurate information, using the best methods, and with reasoned judgments, that will paint a picture of what is likely to happen if present trends continue or if key trends shift or alter their momentum. Decisionmakers in business and industry and universities also need information on population, resources, and the environment in order to weigh alternative choices.

Some congressional committees take foresight very seriously while others are overwhelmed by the urgency of present tasks. The Science and Technology Subcommittee on Investigations and Oversight and the Small Business Subcommittee on General Oversight and the Economy were established to examine issues before they reach crisis stage. Recent congressional foresight includes the following: the Small Business Subcommittee with the Joint Economic Committee and the Clearinghouse sponsored a conference on the new global economy; the Science and Technology Subcommittee held hearings on developments in genetic engineering and organ transplants; my own Veterans' Affairs Committee Subcommittee on Hospitals and Health Care, concerned with the greying of

our veterans population, is considering options for future health care programs for veterans. The Senate's Office of Technology Assessment (OTA) does very good foresight work. Their primary role is to identify the long-range implications of new technologies. OTA has produced studies on more than 30 topics. In general however, foresight is not performed consistently or comprehensively in the over 200 committees and subcommittees of the House of Representatives.

In the administrative branch, some foresight programs are working well, but unfortunately many agencies have set up their projections and models based on their own interests and needs. Consequently, the assumptions of one agency very often do not relate to the assumptions of another group and projections are inconsistent and contradictory. I have included a list of agency programs.

Another worrisome problem is the tendency to make projections in a vacuum, as if an unlimited supply of energy or financial resources would be constantly available. Often models fail to include calculations from other sources that are essential in order to see an accurate picture of the situation. The different sectors are interdependent so it is critical that projections and analysis cut across jurisdictional boundaries: agricultural projections must incorporate energy, mineral, and population projections. Thus, in calling for coordinated efforts between agencies through the proposed Council on Global Resources, the Environment, and Population, H.R.2491 takes a giant step toward making effective foresight a reality.

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Much of the machinery for foresight is already in place, but a coordination of these efforts is needed. Most experts agree that projections and trend analysis should remain in the hands of experts in specialized fields rather than be shifted to a whole new cadre of experts who will monitor the entire picture. However, each projection and model must be responsive to other sectors and models. Information must be able to be exchanged across agency boundaries. There should be more interface with computer models, not for the purpose of building one monstrous model, but to allow smaller models to communicate with one another, bringing together different pieces of the same puzzle.

Let me add here that as models become increasingly important, they need to be made more accountable. Today, modelers and programmers have more control than decisionmakers. There needs to be checks and documentation in English, not in some arcane computer language, plus methods of peer review.

H.R.2491's proposed Council on Global Resources, the Environment, and Population, with its required biennial report to the President on projections and analysis of their impact on the Nation, will provide a focal point for debate from public, private, and academic sectors and will also provoke response from the international community. A podium for population/resource/environment projections will create an audience for additional, outside government follow-up studies, and the focused effort should improve the forecasting techniques as well. Again using the Global 2000 example: criticism, challenges and debate still center around this report, pointing to the need for evaluation of the adequacy of natural resources based on projected population growth rates. The public attention this sort of national report would undoubtedly engender

is an excellent opportunity for public education. Also, trend assessment is extremely valuable to business and industry, and most major firms have in-house environmental scanning programs. So improved government data collection would enhance the private efforts.

Nowhere is the need for foresight more obvious and more crucial than with population growth and its demographic characteristics, probably the single most important determinant of the future. Though the problems associated with a worldwide population explosion have received considerable attention over the last few decades, the threats from unchecked population growth are even more critical today, especially for most of the world's poorer countries. With resource scarcities, high interest rates, and declining trade in the developing countries, unbridled population growth is likely to bankrupt physical and economic resources and worsen the already subsistence living of most inhabitants. But 95 percent of the world's population increases will come in these poorer countries, beginning now and continuing until 2050.

The present-day population problem is in some measure due to lack of foresight. Past Agency for International Development (AID) programs dealt with only one side of the "population equation." The programs were geared only to reduce mortality rates and ignored any attempt to reduce fertility rates. Consequently, as the mortality rates were brought down, populations exploded and high fertility rates wiped out hard-won economic gains. Fifty-five developing countries have declared that uncontrolled population growth threatens their economic progress.

This nation must look at the long-term and consider what will happen if world population is not stabilized. Projections are that the number of people in the world could reach 10 to 12 billion by the middle

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of, the next century. The monitoring of global demographic information is strategically important because economic growth and world peace are tied to a stabilized population growth. We need to know which countries have population growth projections that signal a coming disaster.

National population issues have traditionally been outside government's realm. There is political resistance to the issues surrounding any form of population stabilization. At the same time, many Americans who do not see problems at home are able to recognize population problems in other countries and expect foreign governments to confront their rising fertility rates. The U.S. must also face some difficult questions and look closely at the impact a fast-growing population will have on a diminishing resource base, the availability of jobs, and decreasing non-renewable energy supplies. What are the environmental costs of feeding, clothing, housing more people and what will be the impact on the quality of life for all Americans?

The biggest obstacle foresight must overcome is in attitude. Many people do not make decisions based on what might happen in the future. Policymakers are pressed to solve immediate problems even when that solution might bring serious problems for the future. Fortunately, there are signs that this is changing and that people are becoming more willing to sacrifice short-term gains for long-term goals. So let us take advantage of the opportunity and begin to plan and shape a future for our children and their children.

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GOVERNMENT MODELS IN POPULATION/RESOURCES/ENVIRONMENT *

Dept. of Commerce ,

ITA - Trade Forecasting Model
trade forecasting, analysis and simulations

Dept. of Energy

Oil Market Simulation Model
forecast of world oil prices to the year 2000

Petroleum Allocation Model
forecast of world trade in crude oil before and
after disruptions in supplies

WOEL World energy model

Dept. of the Interior

Supply Analysis Model
nonfuel mineral availability and supply analysis

Dept. of State

DRI, Inc. - World Oil Model
energy supply forecasting

LINK
System of economic models for OECD and CEMA
countries including regional models

Dept. of Transportation

Econometric Model of U.S. Oceanborne Foreign
Trade
trade forecasting

Dept. of Treasury

World Bank Model
medium term assessment of bank policies and
financial condition

World Grain Production/Trade Model
world grain production/trade/feed demand
forecasting

Federal Reserve System

Multi-Country Model
policy simulations and forecasts across countries

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MODELS WHICH MAY HAVE A GLOBAL SCOPE

Dept. of Energy

Data Resources, Inc.
macroeconomic forecasting

Evans Economics, Inc.
macroeconomic forecasting

Wharton Economic Forecasting Associates
macroeconomic forecasting

Dept. of the Interior

Bureau of Reclamation Economic Assessment
Model (BREAM)
population, population distribution, and
income forecasting

Bureau of Reclamation Economic Assessment
Model (BREAM)
economics/population simulation

Dept. of State

Cost-Benefit Model
overseas automation program

DRI, Inc. - European Macro Models
economic forecasting of fiscal and monetary
policies

Dept. of Transportation

Chase Macroeconomic Model
forecasting macroeconomic variables

Data Resources, Inc. (DRI) - Macroeconomic Model
macroeconomic forecasting

Maritime Contract Impact System
seafaring labor agreements

Dept. of Treasury

Balance of Payments Forecasting
short-term forecasting of U.S. foreign trade

Data Resources Macroeconomic Model (DRI)
economic policy

Data Resources, Inc. (DRI) U.S. Macro Model
monetary and fiscal policy, international
sector and energy sector

Federal Emergency Management Agency

Macroeconomic Model
forecasting

Federal Reserve System

Quarterly Econometric Model
macroeconomic model

*Lindsey Grant, "Thinking Ahead: Foresight in the Political Process,"
(The Environmental Fund, 1983)

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Ms. HALL. Thank you, Congressman. I do have some questions for you. But, before I ask the questions, I should announce to our audience that the House has convened at 10 this morning. And, when the House is in session, there's always the possibility of having to call a temporary recess for the purpose of going to the floor to vote. And, at this time, as you can see, the light's on and you heard the bells. That means that Members must go to the floor to vote.

I would like to ask my colleagues if they would be willing to return after the vote, because I do have some questions. And, I also would like to invite you to join me here and stay with us, if possible, for the balance of the hearing. Is that possible?

Mr. EDGAR. It's not possible for me to stay with you for the balance of the hearings. I can return for a question period.

Ms. HALL. Very good.

Mr. EDGAR. I have a problem at 11 that I must attend to.

Ms. HALL. Thank you, Congressman. That will be fine. Now, I assume that Congressman Ottinger can return?

Mr. OTTINGER. I will return and join you as long as I can.

Ms. HALL. Thank you very much. And, at this time, we are going to call a temporary recess for the purpose of voting, after which we will return and continue the hearing. The committee is in recess.

[Recess.]

Ms. HALL. The hearing is going to resume at this time.

The Chair would like to thank each person for staying with us during this time. And hopefully, we will not have to leave you too many times this morning.

Shortly before we recessed, we had heard testimony from Congressman Edgar and Congressman Ottinger. And, we were about to ask some questions. The first question that I would like to ask, and I certainly would appreciate the opinions or answers from both of you. Recently, the White House released some policy position papers on population control in some of the underdeveloped countries of the world. It's said by many that the second draft is somewhat better than the first draft. However, in my opinion, both drafts do the same damage.

Despite the fact that the United States has not included abortion language in legislation to appropriate moneys for such programs in other underdeveloped parts of the world since 1973 or 1974, there seems to be a feeling that a cut should be made in the appropriation because of the antiabortion feeling. In my opinion, this is a big turnaround. And, it's really referring to something that is not there and has not been there for at least 10 or 12 years.

How do the two of you feel about that?

Mr. OTTINGER. The height of stupidity. First of all, whatever our beliefs on abortion may be, I don't think we ought to be imposing them on people with different points of view, whether it's in this country or around the world. But, to terminate all population areas, all population control efforts to Third World countries because of policies with respect to abortion that they may have adopted is just the most counterproductive kind of thing.

What you're going to see is those problems not addressed in Third World countries. You're going to see overpopulation and hunger and starvation, and people crowding in the cities. Can't

support them, misery. It's out of those kind of conditions that Communists come in and give the false promise of improving things. And, people who have no other alternative will turn to it. And, the administration will want to send troops to control the Communist influence in those countries.

So, we will have a militaristic policy. Furthermore, historically, wars have grown out of the kinds of inequity that I've just described. People can't, under their existing regimes, find an adequate way of life; they will do anything, including strike out in arms, to try and be able to survive.

You get population control in the most brutal form. And unfortunately, it's too often taking place in the world by having people kill each other, rather than by sensible population control measures, say.

So, I think it is just—as I said, just the height of stupidity to cut off family planning efforts because of differences in ideology with respect to abortion.

Ms. HALL. Thank you.

Mr. EDGAR. I would just like to respond and support the comments that Dick has made. It occurs to me that we've seen a shift, over the last 3½ years, that has been a negative shift relating to the question of population. I think there are an awful lot of international population issues that don't relate to abortion. I'm afraid that the question of abortion has risen to the top of the list and impacts on the dollar amounts and on the funding requests and on the attitude toward population information, as well as family planning services and other services that can be provided on an international basis.

I think it's, as Dick has said, the height of folly to think that somehow the world in which we live can be powered only by the issue of abortion and not by some reasonable, rational thinking as it relates to population, population control, population impact on resources and society, and still respecting the cultural and social uniquenesses of each of the countries involved. I think our State Department, our Defense Department, and our external agencies that deal with external policy ought to have a balanced and reasoned approach, and not necessarily what I consider a fanatical approach based solely on an antiabortion stance.

Ms. HALL. Very good. I certainly do appreciate that.

I also would like to get the opinion of both of you on another aspect of the policy position. In past years, it's my understanding that we've had strong bipartisan support. We've had persons from both sides of the aisle working together to do such drafts, or to do positions in both the House and Senate until this year. And of course, now, we just have the White House doing what normally has been done by the Congress on a bipartisan basis for a number of years.

In your opinion, what is the reason for the sudden change?

Mr. EDGAR. I would say it's an election year, and I think the administration is pushing its political agenda. I don't think there's any other answer to the question.

Mr. OTTINGER. I think there's a radicalization that's taking place with the advent of Reagan with respect to these policies. It doesn't represent the Republican attitude properly. I think there are a

very large proportion of the Republicans in the House that are really concerned about these issues. Republicans, like former Governor Rockefeller in New York, that have been at the forefront of pushing enlightenment with respect to population. The achievements that have been under Republican administrations with respect to world population control have been remarkable. It was under Nixon and Ford and our assistance to India that India has very largely gotten control of its population. It was a question of education on family planning, going out through the villages and getting teams to be able to do that.

India, for the first time, is able to feed itself. A combination of its population measures and the Green Revolution, in which we helped them become self-sufficient agriculturalists. So, it seems to me that's the kind of effort that's needed. I think there still is bipartisan support for that kind of effort.

Indeed, in my area in my congressional district, I find a large number of Republicans who are just horrified at what Reagan is doing with respect to the arms race, with respect to population, with respect to the environment.

Ms. HALL. In my opinion, effective family planning is probably the best way to control the population. And, it certainly would alleviate the problem of abortion. Yet, the administration recommended a \$100 million cut from the appropriation of the money that's to be used by the underdeveloped countries for family planning.

Do you believe that this money can be restored in the Congress?

Mr. EDGAR. Well, I would urge that it be restored, and simply say that, again, the confusion of the terms "abortion" and "family planning services" is a problem, because it gets all mixed up in policy directions. And, you have whole advocacy groups, I think, going out and supporting fiscal reductions in appropriations that are inappropriate. Family planning services, as you have suggested, have been very important, and ought to be fully funded. And, we ought to work where we can to encourage their funding.

And, if we're going to be about a process of foresight, clearly, the whole issue of family planning is at the center of that foresighting.

Mr. OTTINGER. It saves money. I mean, it's pennywise and pound foolish not to appropriate money and then have to, whether it's appropriate money for alleviating starvation in these countries or appropriating military funds to control the disruptions that take place as a consequence, costs far more. So that, it's an economically conservative investment.

Ms. HALL. OK, very good. The Chair would like to thank Congressman Ottinger and Congressman Edgar for the participation this morning. And, I would like to invite you to come up and join me and sit with me as long as you can stay this morning. Thank you so very much.

Our next panel will consist of two very outstanding persons who certainly have been able to get a lot of experience and a lot of knowledge on the topic that we are going to discuss today. We would like to welcome Mr. Louis Kincannon, Deputy Director, Bureau of the Census; and Col. James Edgar, Joint Chiefs of Staff.

And, at this time, it's our pleasure to present Colonel Edgar.

STATEMENT OF COL. JAMES EDGAR, ORGANIZATION OF THE JOINT CHIEFS OF STAFF

Colonel EDGAR. Madam Chairwoman, it's a pleasure to be here this morning. I am Col. Jim Edgar, and I am from the Plans and Policy Directorate, the Organization of Joint Chiefs of Staff. And my job, as I understand it, is to talk a little bit about a project which we have going on having to do with development of a system called Forecasts.

Given the lead time necessary to develop a major weapon system from research to fielding it in operational units, and given the length of the serviceable life of such systems as ships, aircraft, and tanks once they are procured, it's apparent that today's decisions on what to develop and procure need to be informed by consideration of the future.

Forecasts is a computer-based system which is being developed to help the Joint Chiefs of Staff in thinking about the world we will face 20 or 30 years from now. It is designed to focus on nonmilitary aspects of the world such as population, human and natural resources, and the functioning of the economy. We believe that it will be useful in considering how the United States will be connected to the rest of the world, what our interests might be, where conflict is likely to originate, and to what extent our capabilities will depend on external sources of energy, minerals, or manufactures.

However, the use of Forecasts needs to be kept in perspective. We do not expect it to predict the future in the sense of saying this is the way it will be. Rather, we expect it to be heuristic, helping to suggest the range of possible shapes the future may assume. We also need to keep in mind that Forecasts is a tool for examining only one part of the relevant future. It is not meant to handle such subjects as armed conflict, arms races, or the development of technology.

The Forecasts system itself centers around three subsystems: a data base, a statistical package, and a simulation model. These are embedded in programs for interacting with the user, operating the system, and presenting the results.

The data base consists of country-specific information on over 130 countries. Each is described in terms of such characteristics as demographic structure, natural resources, production and consumption of commodities, and distribution of goods and services. There are over a thousand indicators for each country, most of them consisting of a time series of values for that indicator for each year from 1960 through 1980. There is also a data base management system which enables the data to be queried and updated.

The second portion of the system, the statistical package, will serve several functions. That most apparent to the user will be to fit curves to particular time series of data and project trends into the future. These trends, however, become suspect after a limited number of years because they do not take into account the effect of one variable upon another.

For longer range projections—out to 30 years—therefore, the third portion of Forecasts provides the capability to simulate the interplay between variables over time. Because of computer size restrictions, this simulation is conducted in terms of no more than 25

entities—either countries or regions. Each one is carried through a series of steps or submodels to simulate 1 year of interaction between the variables and the regions being modeled. The cycle is then repeated 29 more times, with values computed in each iteration used to initiate the following one.

A number of the variables in the model, such as the allocation of domestic investment, represent the result of private or public policy choices. These variables are identified as scenario variables and the user determines what their value in a given run will be. The assumptions which they reflect are thus not hidden inside the model but are quite visible and subject to scrutiny, analysis, and modification.

The Forecasts system is still being developed and tested and is scheduled for delivery at the end of this calendar year. We anticipate that it will provide a highly useful tool in our efforts to bring longer range considerations to bear upon today's decisions.

That completes my remarks.

Ms. HALL. Thank you, Colonel.

Mr. Kincannon, please.

STATEMENT OF LOUIS KINCANNON, DEPUTY DIRECTOR, BUREAU OF THE CENSUS

Mr. KINCANNON. I thank the distinguished chairwoman, the Honorable Katie Hall, for inviting me here this morning to describe the population projection activities at the Bureau of the Census.

Since you already have my written testimony which, with your permission, I would like to submit for the record, today I will briefly summarize that testimony.

The Census Bureau's primary responsibility is the collection, tabulation, analysis, and distribution of data for use by the Congress, other Government agencies, the private sector, and the general public. Because the Census Bureau does not formulate public policy, this testimony does not address the policy implications of H.R. 2491. Instead, as the subcommittee requested, I will describe the Census Bureau's existing population projection activities, our role in interagency projections work, and some of the purposes for which the Census Bureau projections are utilized.

The Census Bureau is already performing a number of tasks that are assigned in this bill to the proposed interagency council. Let me begin with a review of the Bureau's current population projection work for the U.S. population. Later, I will discuss our work in the international area.

The Census Bureau has been making national population projections since the Second World War, and State-level projections since the late 1950's. Our most recent national projections were released in May. These show what the future population by age, sex, and race would be, given various assumptions about fertility, mortality, and immigration trends.

The Census Bureau makes projections of other population characteristics as well, such as the population of States, the number of persons in housing units, and the number of households of families. As you can see, the Census Bureau is now responsible for the pro-

duction of a variety of domestic population projections. We do not, however, perform our duties in a vacuum.

The Bureau's own projection activities rely on the cooperation we receive from three Federal agencies that provide us with essential demographic statistics. These are the National Center for Health Statistics, the Immigration and Naturalization Service, and the Social Security Administration.

There is a deepening awareness within Government of the importance of population trends to economic and social planning. For instance, a growing number of Federal agencies use the Census Bureau's projections to help meet their particular program needs. Chart 1 shows the relationship between our work and that of other groups involved in U.S. population projections.

The users of Bureau projections span a broad spectrum. Two Federal agencies producing projections with whom we often interact are the Bureau of Labor Statistics, on projections on the size of the labor force; and the National Center for Education Statistics, on future school enrollment.

At the subnational level the Census Bureau exchanges information and discusses methodological issues with the Bureau of Economic Analysis.

In addition to our regular interagency Federal contacts, the Census Bureau initiated several years ago a Federal-State Cooperative Program for Population Projections to facilitate the flow of both technical and descriptive information between the States and the Federal Government.

The Census Bureau's domestic projections are also an integral part of recent specific projects, such as the 1981 White House Conference on the Aging, the 1982 National Commission on Social Security Reform, the 1982 United Nations World Assembly on Aging, and the 1984 Report on Aging America to the Senate Special Committee on Aging.

The Census Bureau has also made a considerable effort to make its projections accessible to the general public through press releases, the Bureau's Monthly Product Announcement, and its Annual Catalog of Publications.

Beginning in just 5 days, projections and related data from the international data base will be accessible in summary form on CENDATA. This is an electronic mail distribution system run by DIALOG, which is one of the Nation's most widely available electronic mail networks. In addition, our population experts answer many telephone inquiries and letters, and regularly provide training courses for users with a multitude of backgrounds.

Let me turn for a few moments to our international activities. The Census Bureau's international programs focus on the description and analysis of trends in worldwide population characteristics. These programs are responsible for many global population projections. The President's 1985 budget included a request for funds to expand these activities because of their importance to public policy-making.

Our international activities include such specific tasks called for in H.R. 2491 as compiling information on the current and foreseeable trends in global population; preparing and revising projections and analyses of short-term and long-term international trends in

population; providing the President, executive agencies, and the Congress with accurate and timely analyses of current and projected trends in world population; and making available to State and local governments and the public such advice and information as may be useful to planning for changed population characteristics.

Since the early 1950's, the Census Bureau has responded to the recognized need by Congress and the Federal agencies for high-quality information on the demographic characteristics of foreign populations. During this period, we have collected, evaluated, analyzed and disseminated information about population dynamics, trends and programs of foreign populations.

The Census Bureau's Center for International Research prepares numerous reports on the population characteristics of selected regions and countries, as well as for the world as a whole. A major publication, the World Population Report, presents demographic estimates and projections for every country and region of the world.

In addition to published reports, the Center responds to numerous requests for international data, and provides consultations to users on the quality of specific data, the methodology used for adjusting data, and the general population situation in foreign countries.

Major users of these data and consultative services include the Department of State, the Agency for International Development, the Department of Agriculture, other elements within the Department of Commerce, and the national security agencies.

Virtually every other Federal agency also uses the data and services we provide. Outside the Federal Government, users include State and local governments, international agencies, universities, and research institutions. In the private sector, international population statistics provided by the Census Bureau are used for developing foreign markets, investments, tourism, and the like.

A few years ago, the Census Bureau began to develop a computerized central repository of demographic, social and economic data for all the world's countries. The development of what we call our international data base was made in consultation with other Federal agencies who are major users and financial supporters of the Bureau's international data activities. Federal agencies can access this information on line through terminals.

The international data base is also now linked with the statistical analysis system, or SAS, which provides users with the capability to perform statistic analyses and to prepare graphs. Non-Federal users can access the data base by requesting machine readable files such as magnetic tape, or printed reports or computer print-outs.

Much of the international information provided by the Bureau is also disseminated to business, State and local governments and other users through intermediaries.

The international data base is funded primarily through reimburseable contracts with other Federal agencies. A limited amount of funding for this activity was first provided by Congress in fiscal year 1984. This was only \$100,000. The President's 1985 budget proposal included an additional \$1.3 million for the international data base. This sum was deleted in its entirety by the House of Repre-

sentatives. Senate action on the 1985 budget request restored \$294,000 of that sum.

The purpose of the administration's request for direct congressional funding of the international data base is to make sure that the data base is more comprehensive in subject matter and country coverage. The current situation, in which the vast majority of funds are provided by reimburseable contracts with other agencies, results in a concentration of data development efforts on fewer population characteristics, or fewer countries.

The past and current work of the Census Bureau with regard to compiling, analyzing and projecting population characteristics already provides the capability to make an important contribution to meeting the needs for demographic information described in this bill. The Census Bureau always stands ready to provide its information to Congress, the executive branch, and the public.

I appreciate the opportunity to describe our activities in this area. I look forward to your questions. I have asked, for that purpose, if Dr. Gregory Spencer on my left and Dr. Samuel Baum on his left join me. Dr. Spencer directs our domestic projection activities, and Dr. Baum is in charge of our Center for International Research.

Thank you very much.

[The statement of Mr. Kincannon follows:]

U.S. DEPARTMENT OF COMMERCE
Bureau of the Census
Statement of
C. L. Kincannon

Before the
Committee on Post Office and Civil Service
Subcommittee on Census and Population

July 26, 1984

I thank the distinguished Chairwoman, the Honorable Katie Hall, for inviting me here this morning to describe the population projection activities at the Bureau of the Census.

The Census Bureau's primary responsibility is the collection, tabulation, analysis, and distribution of data for use by Congress, other government agencies, the private sector and the general public. Because the Census Bureau does not formulate public policy, this testimony does not address the policy implications of H.R. 2491. Instead, as the subcommittee requested, I will describe the Census Bureau's existing population projection activities, our role in interagency projections work, and some of the purposes for which the Census Bureau's projections are utilized.

The Bureau is already performing a number of the tasks which are assigned in this bill to the proposed interagency council. Let us start then with a review of the Bureau's current population projection work for the United States population. Later I will discuss our work in the international area.

Domestic Projection Activities

The Census Bureau has been making National population projections since World War II, and state-level projections since the late 1950's. Our most recent National projections were released in May (Attachment 1). These show what the future population by age, sex, and race would be -- given various assumptions about fertility, mortality, and immigration trends. Examples of these data are

shown in Figures 1 through 5. Detailed information from 30 alternative projection series is available for every year until 2080. One particular virtue of these projections is that analysts and policy-makers can investigate the likely range in the future size of their target population by examination of the alternative projection series. Such persons would then have a good knowledge of the range of eventualities for which they should be prepared.

Both the Census Bureau and other Federal agencies use these national projections as control totals in the creation of projections of other population characteristics. The Bureau's additional projections include:

- 1) The population of states (examples are shown in Figure 6 and Attachment 2);
- 2) The number of persons and housing units;
- 3) The number of households and families;
- 4) The distribution of income by type of household; and
- 5) The distribution of the population by level of educational attainment.

As you can see, the Bureau of the Census is presently responsible for the production of a variety of domestic population projections. We do not, however, perform our duties in a vacuum. Chart 1 shows the relationship between our work and that of other groups involved in U.S. population projections.

The Bureau's own projection activities rely on the cooperation we receive from three Federal agencies which provide us with essential demographic statistics (Chart 1). These are the National Center for Health Statistics, the Immigration and Naturalization Service, and the Social Security Administration. They supply us

fertility, mortality, and immigration. Our specialists then evaluate and analyze these data in order to construct reasonable future scenarios.

The users of the Bureau projections span a broad spectrum (Chart 1). Two Federal agencies producing projections with which we often interact are the Bureau of Labor Statistics and the National Center for Education Statistics. The Bureau of Labor Statistics projects the size of the labor force and future employment by type of occupation. They use our national projections as control totals. A similar procedure is used by the National Center for Education Statistics for its projections of future school enrollment. Both agencies are continually informed about the Bureau's projection activities and are provided with the statistics well in advance of publication.

At the sub-national level the Census Bureau maintains a close working relationship with the Bureau of Economic Analysis, where some economic projections are made. We routinely exchange information and discuss methodological issues with them.

In addition to our regular interagency contacts just detailed, the Census Bureau initiated several years ago the development of a Federal-State Cooperative Program for Population Projections. Each state and the Bureau has a representative on this group. This committee has greatly facilitated the flow of both technical and descriptive information between the State and Federal sectors. Through newsletters, memoranda, and an annual meeting, the members discuss methodological issues, data availability and other issues of mutual concern.

There is a deepening awareness within government of the importance of population trends to social planning. For instance, a growing number of Federal agencies use the Census Bureau's projections to help meet their particular programmatic needs. This is exemplified by the following list of agencies for which we recently have fulfilled special requests: Veteran's Administration, Office of Technology Assessment, Army Research Institute, Tennessee Valley Authority, Argonne National Laboratory, Internal Revenue Service, Department of the Navy, National Center for Health Services Research, Federal Reserve System, Public Health Service, Housing and Urban Development, Congressional Budget Office, Office of Management and Budget, Office of Personnel Management, Economic Development Administration, Health Care Financing Administration, Congressional Research Service, and the Administration on Aging. However, there seems to be little coordination among these users of our projections.

The Census Bureau's domestic projections are also an integral part of recent specific Federal projects such as the 1981 White House Conference on the Aging, the 1982 National Commission on Social Security Reform, the 1982 United Nations World Assembly on Aging, and the 1984 Report on Aging America to the Senate Special Committee on Aging.

I will conclude this portion of my presentation with a description of the public accessibility to the Census Bureau's domestic population projections. I feel the Bureau has made a considerable effort to make these data available. The publication of each is announced through press releases, the Bureau's Monthly Product Announcement, and its Annual Catalog of Publications. All are provided in published form through the Government Printing Office, the Bureau's 52 State Data Centers and 12 regional offices, and the Bureau itself. Each report contains an extensive explanation, analysis, and evaluation of the projections.

Beginning in just 5 days, projections also will be accessible in summary form on CENDATA, an electronic mail distribution system run by DIALOG, which is one of the nation's most widely available electronic mail networks. A very large amount of information from the national projections is also available on a computer tape or paper copy for those who require more detailed analysis.

In addition to answering many telephone inquiries and letters, Census Bureau projection experts regularly provide training courses for users with a multitude of backgrounds on the best way to satisfy their particular needs.

International Projection Activities

The Census Bureau's international programs focus on the description and analysis of trends in world-wide population characteristics. These programs are responsible for many global population projections. The 1985 budget submitted by President Reagan included a request for funds to expand these activities because of their importance to public policymaking.

The Bureau's international activities include such specific tasks called for in H.R. 2491 as:

- compiling information on the current and foreseeable trends in global population characteristics (Figure 7);
- preparing and revising projections and analyses of short-term and long-term international trends in population characteristics;

- providing the President, executive agencies, and the Congress with accurate and timely analyses of current and projected trends in world population characteristics; and
- making available to state and local governments and the public such advice and information as may be useful to planning for changed population characteristics.

Since the early 1950's, the Census Bureau has responded to the recognized need by Congress and the agencies for timely, high-quality information on the demographic, social, and economic characteristics of foreign populations. During this period, the Bureau staff has collected, evaluated, adjusted, analyzed, stored, and disseminated information about population dynamics, population trends and programs of foreign populations, and related social and economic statistics.

In the early part of this period, these efforts concentrated on selected countries of the greatest interest to our national security. During the past 15 years, these efforts were extended to all countries of the world, with particular emphasis on developing countries (see Figure 8).

The Census Bureau's Center for International Research (CIR) prepares numerous reports on the population characteristics of selected regions and countries, as well as for the world as a whole (see Figure 9). These reports include short-term and long-term population projections. (See Attachment 3 for a list of some recent reports). A major publication, which was prepared every 2 years until 1983, is the World Population Report. This study, now to be published

annually, presents basic demographic estimates and short-term projections for every country and region of the world (See Attachment 4 and Figure 10).

In addition to published reports, CIR responds to numerous requests for international data, and provides consultation to users on the quality of specific data, the methodology used for adjusting data, and the general population situation in foreign countries.

Major users of these data and consultative services include the Department of State, the Agency for International Development, the Department of Agriculture, other elements within the Department of Commerce, and the national security agencies.

Virtually every other federal agency also uses the data and services we provide. Outside the Federal government, users include state and local governments, international agencies, universities, and research institutions. In the private sector, international population statistics provided by the Census Bureau are used for developing foreign markets, investments, tourism, and the like.

A few years ago the Census Bureau recognized the need for a more efficient means of storing, retrieving quickly, and analyzing international statistical data. Therefore we began to develop a computerized central repository of demographic, social, and economic data for all the world's countries. This decision to develop the "International Data Base" (IDB) was made in consultation with other Federal agencies who are major users and financial supporters of the Bureau's international data activities.

The information in the IDB is maintained on a Department of Commerce computer in Springfield, Virginia. Federal agencies can access this information on-line through dial-up terminals. The IDB is now linked up with SAS, the Statistical Analysis System, providing users with the capability to perform statistical analysis and prepare graphs (see Attachment 5).

Non-federal users can access the IDB by requesting machine-readable files (magnetic-tape), printed reports, and computer printouts. Both federal and non-federal users frequently access the international data set by phone requests to the staff of CIR.

Much of the international information compiled by the Bureau is disseminated to business, local and state governments, and other users through intermediaries such as the Office of Trade and Industry Information and the District Offices of the International Trade Administration, the Overseas Private Investment Corporation, the Trade and Economic Information Division of the U.S. Department of Agriculture, the Population Reference Bureau, and the publication, International Demographics.

Selected data from the IDB soon will be available on-line to all users on the OIALOG system as part of the Census Bureau's CENDATA project. We expect that other private vendors will purchase the IDB's machine readable files from the Census Bureau and make them available on-line to the private sector and other non-federal users.

The International Data Base (see Attachment 6) is funded primarily by reimbursable contracts with other Federal agencies. A limited amount of funding for this activity was first provided by Congress in the FY 1984 Federal budget (\$100,000).

The Administration's FY 1985 budget proposal included an additional 1.3 million dollars for the IOB which was deleted by the House of Representatives. However, Senate action on the FY 1985 budget request restored an additional \$294,000 for the IOB.

The purpose of the Administration's request for direct Congressional funding of the IOB is to make the data base more comprehensive in subject-matter and country coverage. The current situation, in which the vast majority of funds are provided by reimbursable contracts with other Federal agencies, results in a concentration of data development efforts on fewer population characteristics, or on a smaller number of countries. Other population characteristics and other countries are covered, but less comprehensively.

Conclusion

The past and current work of the Census Bureau with regard to compiling, analyzing, and projecting population characteristics already provides the capability to make an important contribution to meeting the needs for demographic information described in this bill. The Census Bureau always stands ready to provide its information to the Congress, the Executive Branch, and the public.

Chart 1: The Role of the Bureau of the Census in Domestic Population Projection Activities

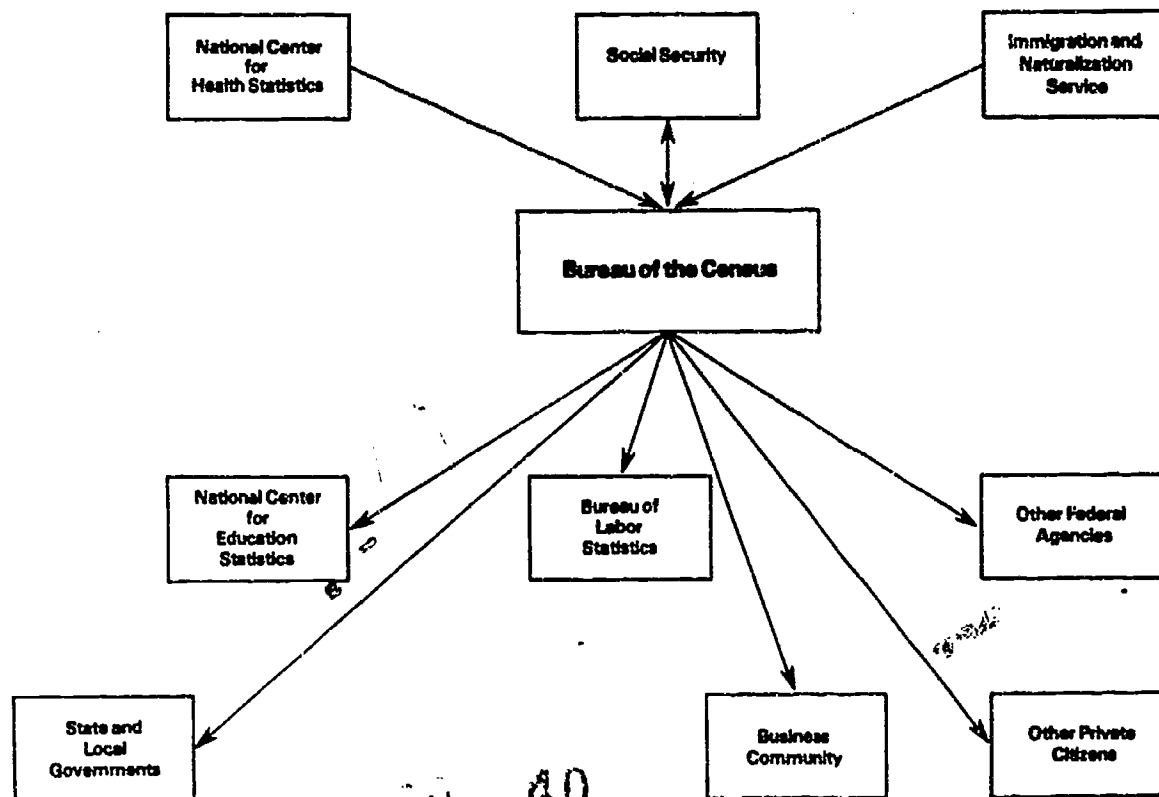
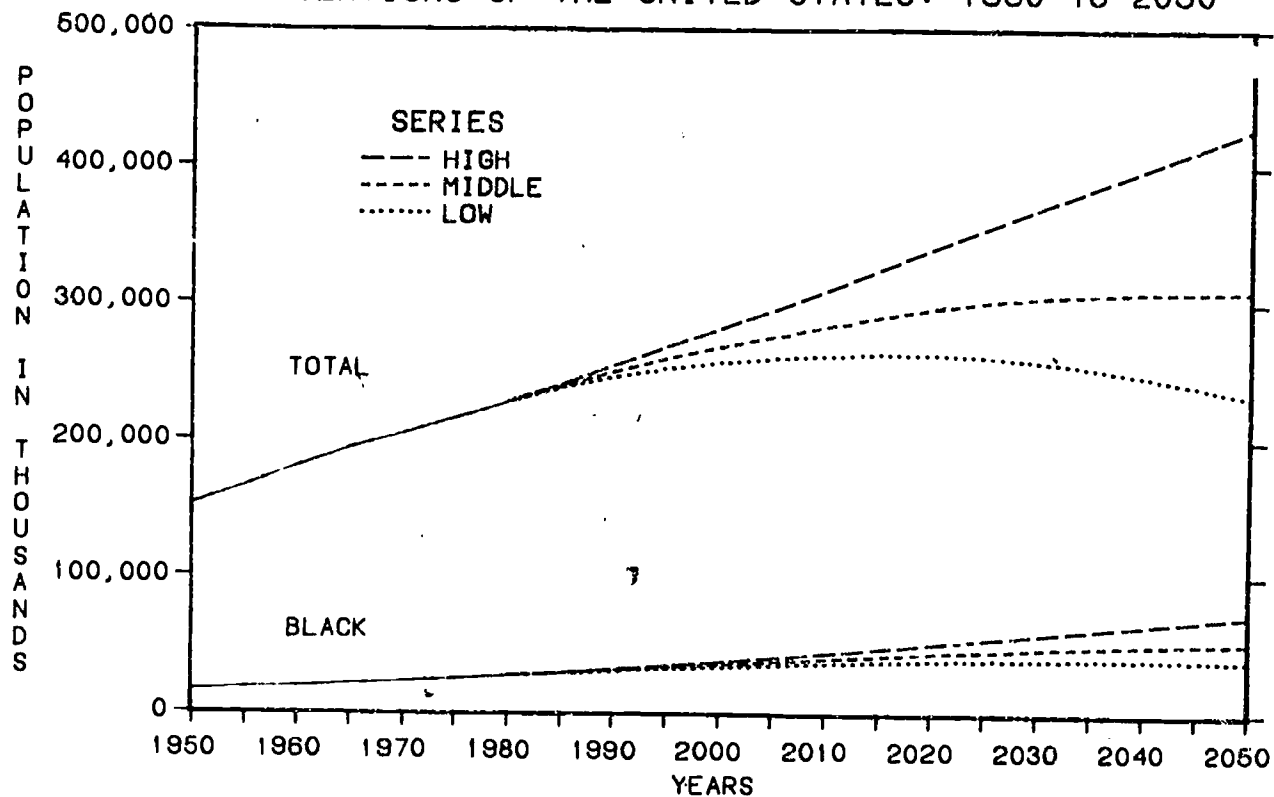
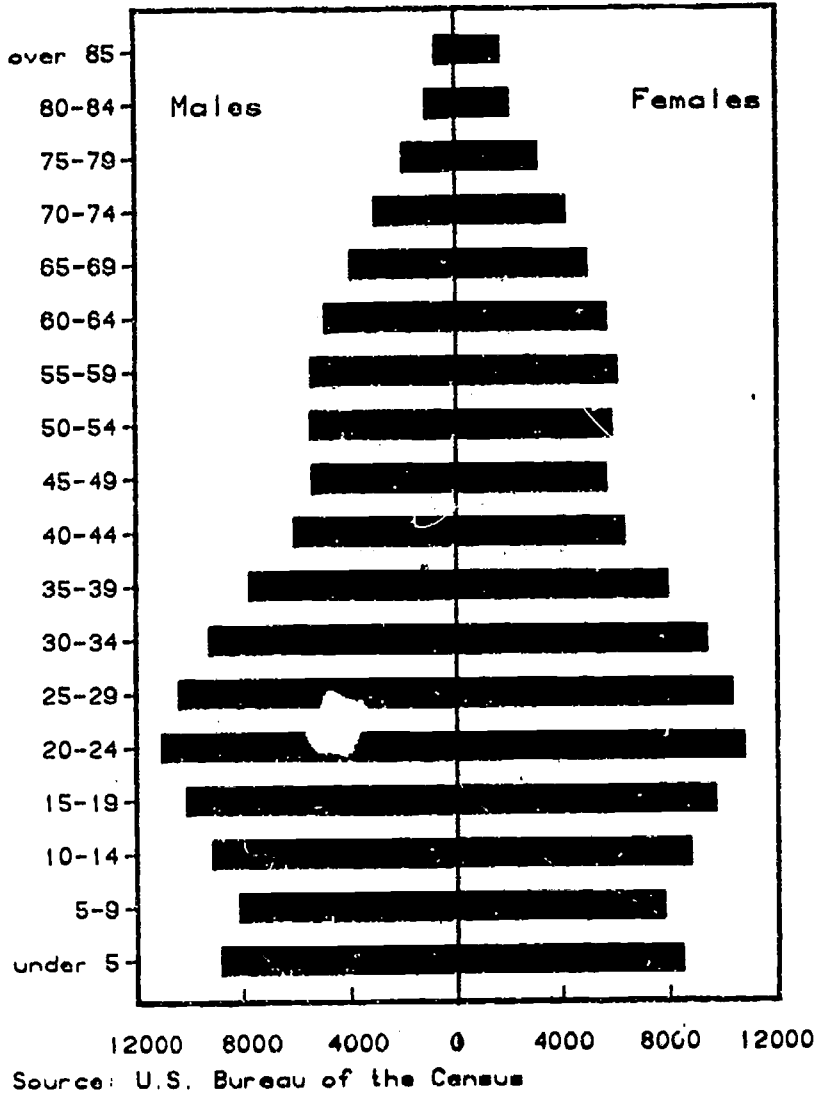


FIGURE 1
ESTIMATES AND PROJECTIONS OF THE TOTAL AND BLACK
POPULATIONS OF THE UNITED STATES: 1950 TO 2050



SOURCE: CURRENT POPULATION REPORTS, SERIES P-25, NO.952
U.S. BUREAU OF THE CENSUS, 1984

PROJECTIONS OF THE POPULATION OF THE UNITED STATES
BY AGE AND SEX: 1982



PROJECTIONS OF THE POPULATION OF THE UNITED STATES
BY AGE AND SEX: 2000

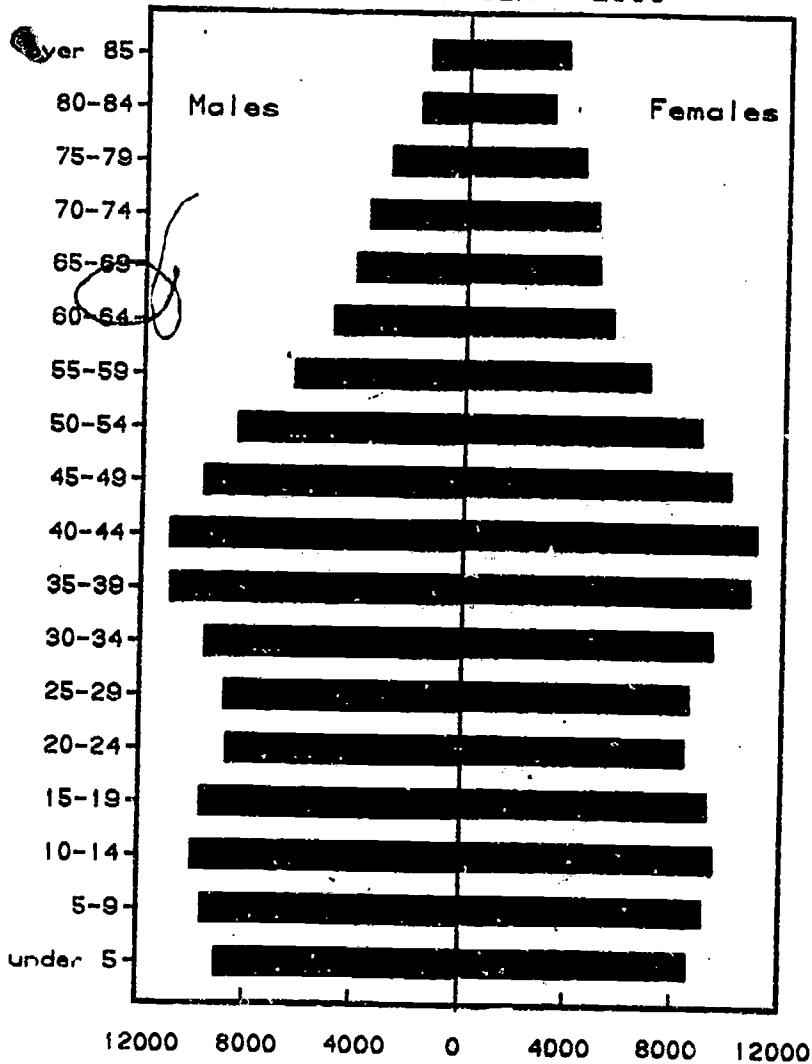
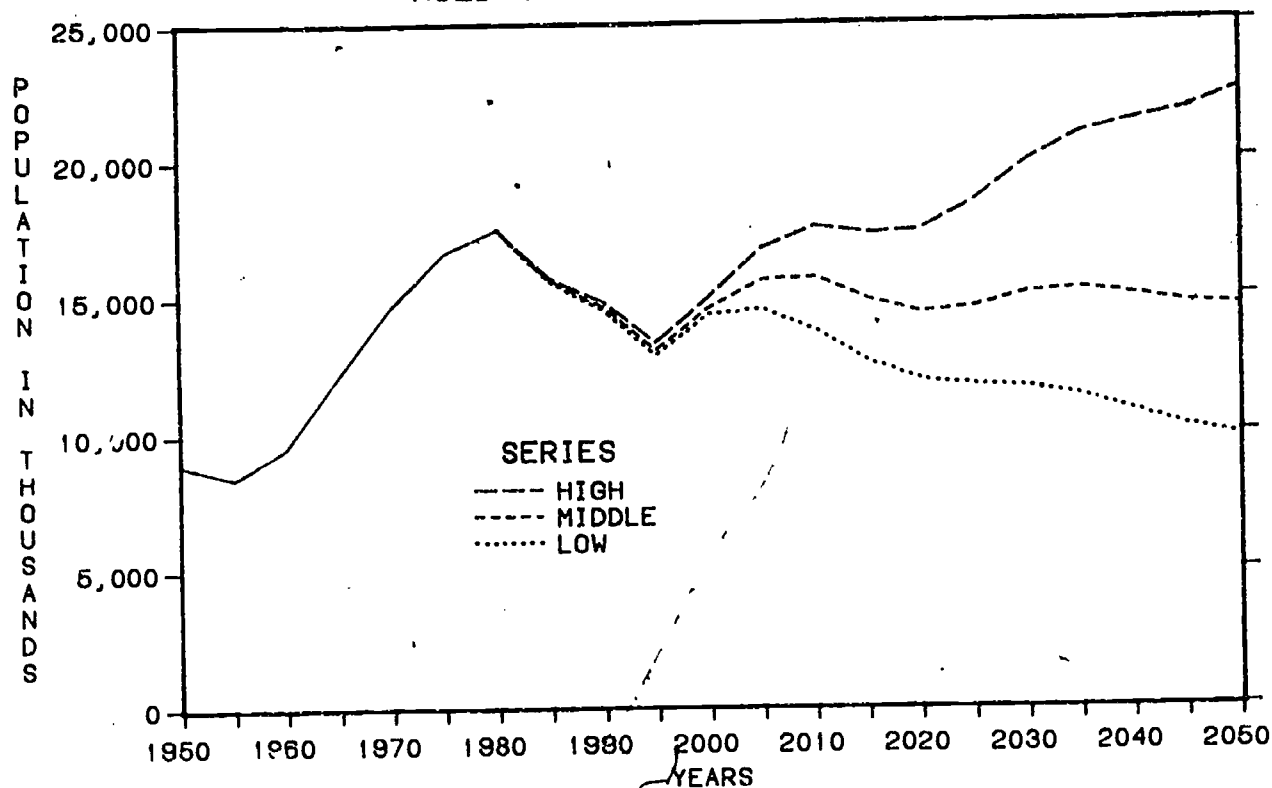


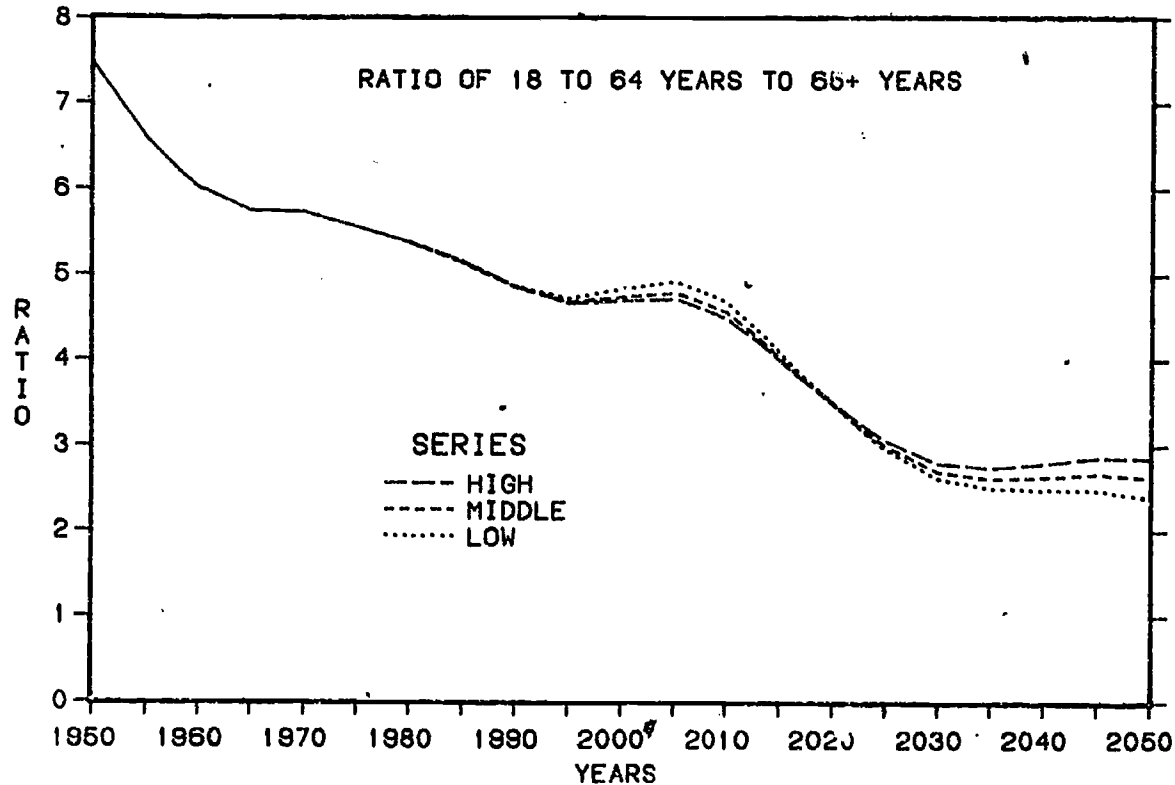
FIGURE 4
ESTIMATES AND PROJECTIONS OF THE POPULATION
AGED 18 TO 21: 1950 TO 2050



SOURCE: CURRENT POPULATION REPORTS, SERIES P-25, NO. 952
U.S. BUREAU OF THE CENSUS, 1984

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FIGURE 5
ESTIMATES AND PROJECTIONS OF THE RATIO OF
WORKING AGE TO ELDERLY* POPULATION: 1950 TO 2050



SOURCE: CURRENT POPULATION REPORTS, SERIES P-25, NO.952
U.S. BUREAU OF THE CENSUS, 1984

FIGURE 6A
Projected Percent Change in State Populations: 1980 to 1990

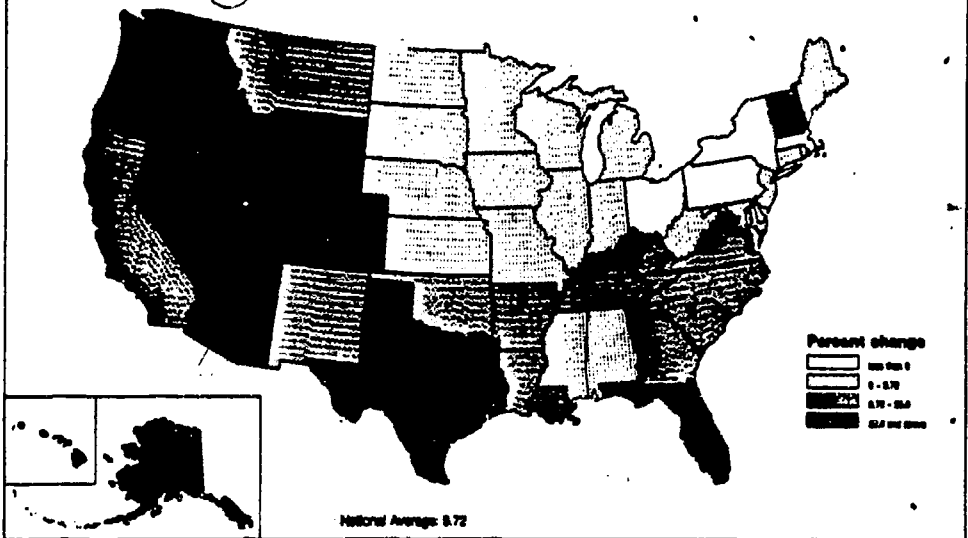


FIGURE 6B
Projected Percent Change in State Populations: 1990 to 2000

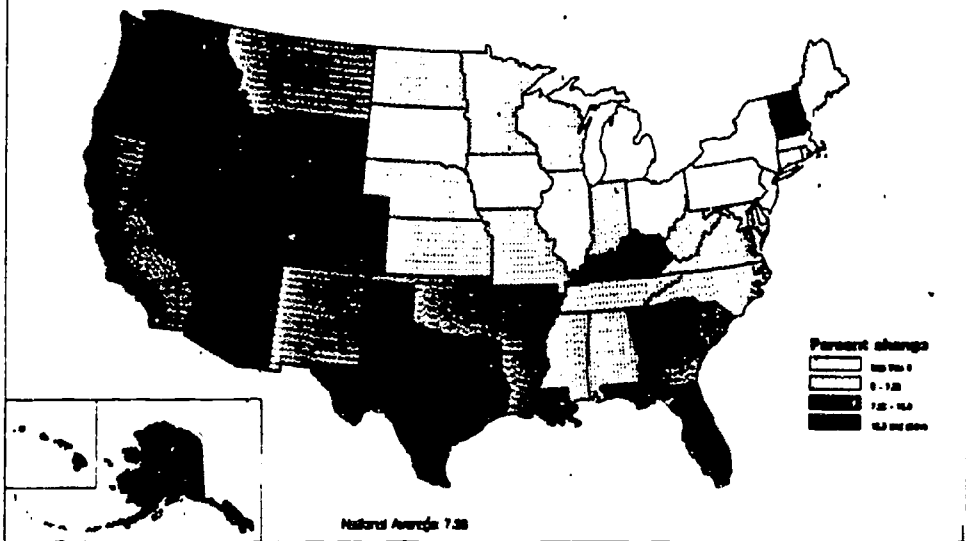
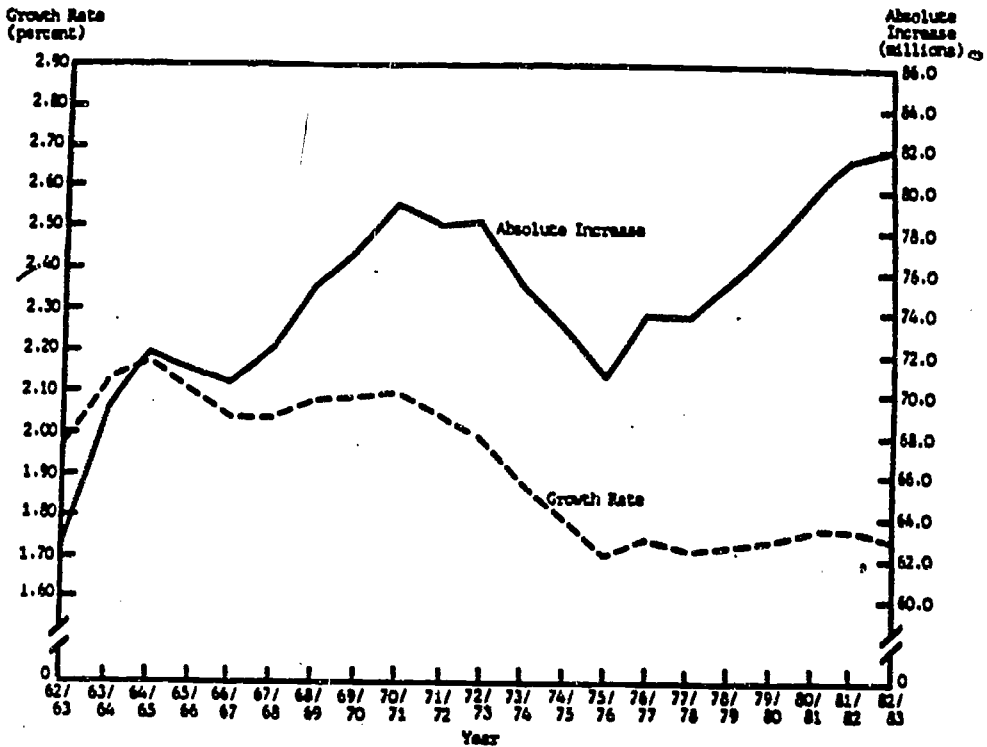


FIGURE 7

**WORLD POPULATION GROWTH: ANNUAL GROWTH RATE AND
ABSOLUTE INCREASE, 1962/63 TO 1982/83**

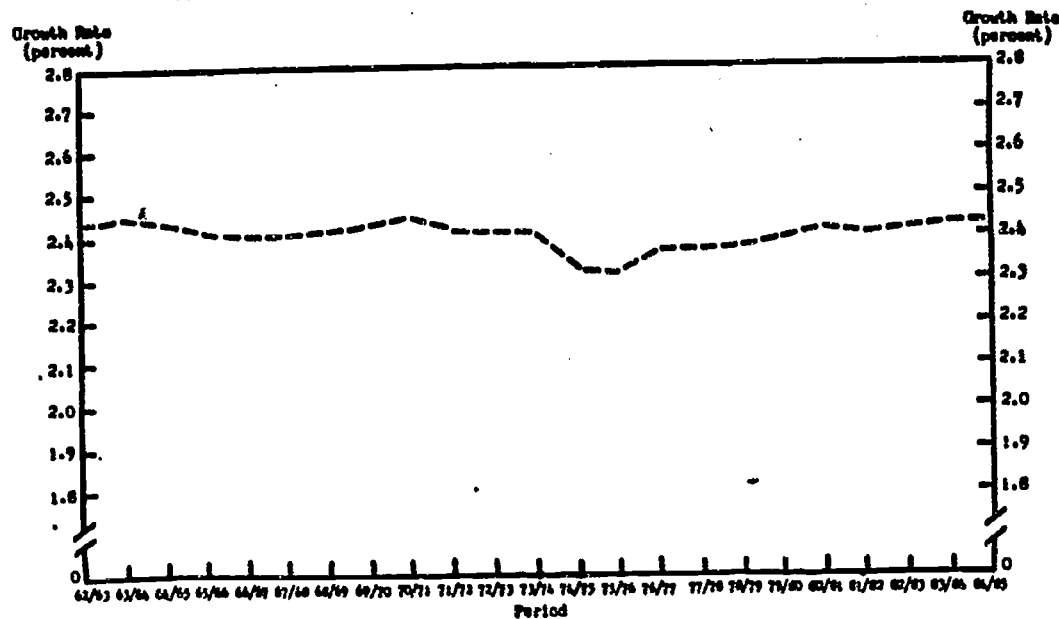


SOURCE: BASED ON MIDEAR POPULATION ESTIMATES AS PRESENTED IN
WORLD POPULATION 1985--RECENT DEMOGRAPHIC ESTIMATES
FOR THE COUNTRIES AND REGIONS OF THE WORLD, BUREAU OF
THE CENSUS, WASHINGTON, D.C., 1985.

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FIGURE 8

ANNUAL POPULATION GROWTH RATES FOR LESS DEVELOPED COUNTRIES EXCLUDING MAINLAND CHINA: 1962-63 TO 1984-85

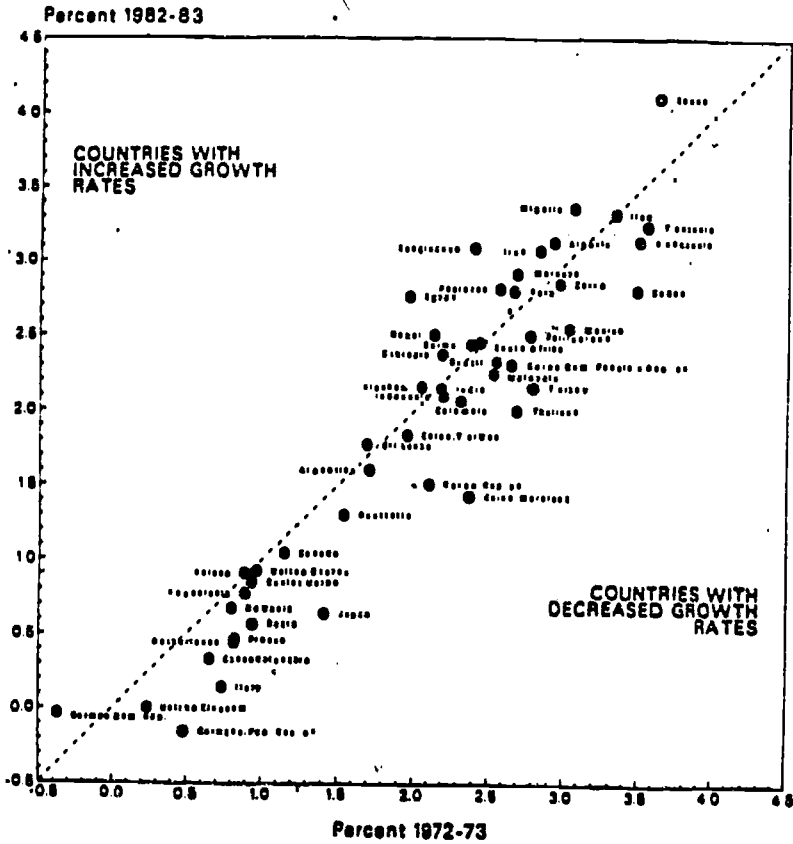


SOURCE: BASED ON ESTIMATES PREPARED FOR WORLD POPULATION 1983--RECENT DEMOGRAPHIC ESTIMATES FOR COUNTRIES AND REGIONS OF THE WORLD, BUREAU OF THE CENSUS, WASHINGTON, D.C., 1983.

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FIGURE 9

POPULATION GROWTH RATES FOR THE WORLD'S FIFTY
LARGEST COUNTRIES: 1972-73 AND 1982-83



COUNTRIES WITH INCREASED GROWTH RATES

COUNTRIES WITH DECREASED GROWTH RATES

Percent 1972-73

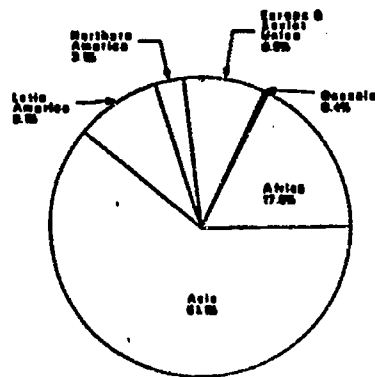
SOURCE: BASED ON ESTIMATES PREPARED FOR WORLD POPULATION 1983--RECENT
DEMOGRAPHIC ESTIMATES FOR COUNTRIES AND REGIONS OF THE WORLD,
BUREAU OF THE CENSUS, WASHINGTON, D.C., 1983.

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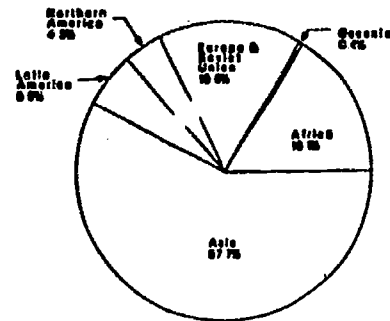
FIGURE 10

WORLD VITAL EVENTS, PERCENT DISTRIBUTION BY REGION: 1983

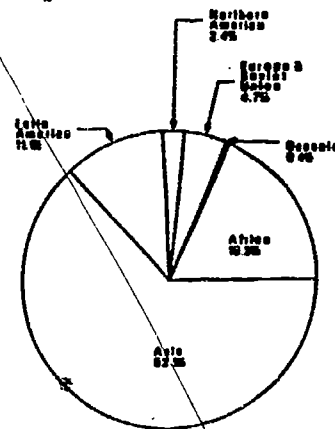
BIRTHS



DEATHS



NATURAL INCREASE



SOURCE: BASED ON ESTIMATES PREPARED FOR WORLD POPULATION 1983--RECENT DEMOGRAPHIC ESTIMATES FOR COUNTRIES AND REGIONS OF THE WORLD, BUREAU OF THE CENSUS, WASHINGTON, D.C., 1983.

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Ms. HALL. Thank you, Mr. Kincannon.

Mr. Kincannon, you mentioned that the Census Bureau has projected population growth since the end of World War II. What factors do you consider when making your projections, and how accurate have your projections been?

Mr. KINCANNON. Well, we consider factors such as anticipated or projected birth rates, mortality rates, what we know about immigration, and so on. The accuracy of these, like other projections, is a function of the soundness of their assumption. In many cases, they've been highly accurate. However, when very important trend changes have occurred, sometimes we miss it. Our projections missed the baby boom, for example. And, that was a fairly bad score.

Ms. HALL. Thank you very much.

Colonel Edgar, I would like to ask a question of you. In your line of work, many times, you can project needed weapons systems as far as 20 or 25 years in advance, perhaps further. Obviously, in doing so, you consider things like population growth, population centers, and other similar factors. Is the data that you are able to collect and use in making your projections available to other agencies of the Government and to the public?

Colonel EDGAR. The project I have described to you is something that we're doing, it's under way now, and we don't have the Forecasts system yet. Our intention is, once we have this, yes, it will be available to any other portions of the Government that wish to use it. Our intention all along has been to keep it unclassified and available, partly for selfish reasons. We want to find out how good it is. And, I think we can do that best by letting other people take a look at it to see whether they think it's useful for their purposes while, at the same time, we make our own judgment.

Ms. HALL. Thank you, Colonel. At this time, I would like to extend the opportunity to Mr. Ottinger to ask questions of our panel.

Mr. OTTINGER. Thank you, Madam Chairwoman.

Mr. Kincannon, on page 4 of your testimony, you say there is a growing number of Federal agencies that use the Bureau's projections for their particular programmatic needs. And then, you cite some examples. You say, however, there seems to be little coordination among the users of these projections. What do you mean by that?

Mr. KINCANNON. Well, each agency that sees its own need for population projections in terms of its program makes a bilateral decision to use Census Bureau statistics, and not necessarily in relation to other program needs or the interaction of one Federal program with another.

Mr. SPENCER. Several years ago, we had the Federal statistical coordinating group at OMB that was supposed to help perform this function. As you know, that was largely disbanded a year or so ago.

Mr. OTTINGER. Do you make projections of things like housing needs or health care needs?

Mr. KINCANNON. No, we don't make projection of needs. We do project population, we project housing units, project household numbers. And, those could be related together with other kinds of assumptions, to draw conclusions about needs.

Mr. OTTINGER. Do you work with the agencies in making that kind of needs projection?

Mr. KINCANNON. We certainly work with them on explaining the nature and accuracy and usefulness of our numbers, and what they mean. We don't advise the Department of Housing and Urban Development on what our opinion is about housing needs, or HHS about our opinion on emerging health needs. We try to count things, to estimate things, and to provide them with factual data the best we can.

The Office of Technology Assessment also plays a role in this, as to our advice and input and facts.

Mr. OTTINGER. Do you work with the committees and the subcommittees of Congress, since there is a housing bill or hospital construction bill? Are the committees of Congress likely to come to you to fit demographic data into population projections?

Mr. KINCANNON. Yes, sir. Quite often, we are called upon as technical witnesses, in a sense, before oversight or authorizing committees other than our own, in order to provide a factual background for understanding proposed legislation or the administration or carrying out of existing laws.

There is no systematic means for doing this at the present time. Or, seeing to it that the Office of Management and Budget, for example, is receiving it on the same assumptions with respect to population in relation to housing and population in relation to health as the other services of the Government are. Certainly, we don't provide any such mechanism ourselves. There is a sense in which the Office of Management and Budget is a large coordinating function itself. But, I don't know to what extent systematic efforts are made within that agency to ensure consistent use of population projections.

I would expect there would be attention to that, because of the analagous attention put upon consistent economic assumptions. But, I don't know that for a fact.

Mr. OTTINGER. Thank you very much, Madam Chairwoman.

Ms. HALL. Certainly. We would like to thank our panelists for coming this morning. Thank you both so very much.

Our next panelists will consist of four persons, Ms. Rhea Cohen of Zero Population Growth; Mr. Arnold Torres, League of United Latin American Citizens; Dr. Rupert Cutler of the Environmental Fund; and Dr. Russell Peterson of the National Audubon Society.

Please come forward.

I understand that one panelist will join us later. At this time, it's my pleasure to present to you Ms. Rhea Cohen of Zero Population Growth.

STATEMENT OF RHEA COHEN, ZERO POPULATION GROWTH

Ms. COHEN. Thank you, Madam Chairman. I am very pleased to be here today.

Zero Population Growth is a national nonprofit membership organization founded 16 years ago. Our objective is to educate people and governments about the need to stabilize population in the United States and worldwide as a requisite for all human beings to attain a decent quality of life. Stabilization, by the way, is the at-

tainment of a balance in which births plus immigration equal deaths plus emigration.

There's a widespread myth in this Nation that, somehow, we are detached from the world population crisis, and that population pressures are minimal or nonexistent in the United States. After all, our 237 million citizens account for only about 6 percent of the world's population. Global population grows by 1.7 percent, while the rate of natural increase in the United States is only 0.7 percent.

However, adding legal and illegal immigration estimates, the real annual U.S. growth rate becomes 1 percent or more. We are one of the fastest growing industrial nations in the world. And, by far the major polluter, the major consumer of world resources. Americans consume one-third of the world's annual output of petroleum and metals. That amounts to about 20 metric tons per person, half of which, by the way, ends up as solid waste.

The demographic impact of adding 2½ million Americans each year is dramatically magnified in other countries. America's own limited resources are directly and dramatically affected by our population growth and change. Based upon sustainable levels at existing standards of living, there are many signs that this Nation is already overpopulated. The strains of population growth are increasingly visible everywhere: In the water short sprawl of Los Angeles and Phoenix, in the overdevelopment of the Chesapeake Bay shoreline, in the dieback of Eastern forests and the eutrophication of New England lakes due to acid rain. Every year, 1 million acres of prime U.S. farmland are permanently converted to residential and commercial use. Human competition for water and habitat endangers an increasing number of wildlife species native to the Florida Everglades. Water needs in the Southwest are so intense that even the mighty Colorado River is subdued to a trickle when it finally reaches the Gulf of California.

We expect to see more signs of severe overload in our cities, our open spaces and the already stressed social, economic, and political institutions for the next several decades, as well. The United States will face global circumstances never before encountered. Finally, adopting a national population policy with foresight capability could help prepare us to deal with the trends that are already apparent.

If the future is predictable, it is also plannable, preventable, changeable. Our Nation urgently needs to develop the capability to effectively forecast and respond to short- and long-term trends in the relationships among population resources and environment. The legislation we are discussing this morning would enable us to react earlier, either to adjust negative trends before they become grim reality, or to understand the forces that could enhance our well-being.

This legislation would authorize the United States to determine the level of population that can be sustained at a high standard of living consistent with the conservation of natural resources and protection of the environment without causing major social or economic dislocations in our country. In other words, the Federal Government would evaluate our Nation's carrying capacity. It would take into consideration the domestic and international expectations

that must be met by U.S. resources and programs, and it would propose legislation to set humane population programs and goals within which those expectations could be realized.

Also, the executive branch is to promote voluntary family planning as a means of helping the United States bring about population stabilization, and to encourage other nations to adopt similar policy.

The foresight capability element is a crucial, logical tool in this process. The council would evaluate the demographic effects and impacts on State and local delivery systems. It would coordinate data collection by Federal agencies, make recommendations of levels at which to stabilize the Nation's population, by examining the lifestyle effects and options that each numerical level might imply. In other words, it would provide scenarios so that we, in a public forum, could debate and decide what are our options and what are our choices. Do we choose one scenario or another?

Ten years ago, at the World Population Conference in 1974, the United States joined 134 other countries in endorsing the conference statement that recommended that every country establish a population policy. In that same year, the then Governor of California, Ronald Reagan, stated "our country has a special obligation to work toward stabilization of our population so as to credibly lead other parts of the world toward population stabilization."

We see today, the population increase is so great a threat that there is no other threat to human life except nuclear war that deserves as much attention. By the year 2000, the population equivalent of China and all of Latin America will be added to the world, with 95 percent of that increase located in the developing countries. Almost 40 percent of the people in the Third World today are under 15 years of age. Those children place a Herculean burden on their governments. Staggering population growth overtakes whatever productivity gains developing nations can make in providing the basic necessities of food, education, and employment for its citizens so that economic advancement is thwarted.

The United States has strategic and international trade interests to protect, as well as humanitarian and world peace objectives. We need to be aware that over population is both a direct cause and a contributing factor in developing nations' underemployment, economic decline, degradation and depletion of environmental resources, deprivation and hunger, social inequities, mass migrations and political conflict.

Madam Chairman, yesterday Zero Population Growth provided a paper for the record of the hearing on the international conference on population that was held here before this subcommittee. In that, we have detailed these matters. And, we feel it's very important that more people note the interrelationship of population and the crisis circumstances around the world.

It's important to know that we are in a mode of following what was started at least 80 years ago, and I'll end with a quote about foresight. This is a quote from Theodore Roosevelt when he was President.

We have become great in a material sense because of the lavish use of our resources. And, we have just reason to be proud of our growth. But, the time has come to inquire seriously about what will happen when our forests are gone; when the

coal, the iron, the oil and the gas are exhausted. When the soil shall have been still further impoverished and washed into the streams, polluting the rivers, denuding the fields and obstructing navigation. These questions do not relate only to the next century or to the next generation. One distinguishing characteristic of really civilized men is foresight. We have to, as a nation, exercise foresight for this nation in the future.

Thank you.

[The statement of Ms. Cohen follows:]



1346 Connecticut Ave., NW Washington, DC 20036 (202) 785-0100

26 July 1984

TESTIMONY OF RHEA L. COHEN, DIRECTOR OF GOVERNMENT RELATIONS

Before the Subcommittee on Census and Population
Of the Committee on Post Office and Civil Service
Of the United States House of Representatives

ON H. R. 2491

THE GLOBAL RESOURCES, ENVIRONMENT AND POPULATION ACT OF 1983

Madame Chairman and Members of the Subcommittee:

Thank you for this opportunity to testify today on the Global Resources, Environment and Population Act. Zero Population Growth is a national non-profit membership organization which was founded sixteen years ago. Our objective is to educate people and governments about the need to stabilize population in the United States and worldwide, as a requisite for all human beings to attain a decent quality of life. (Stabilization is the attainment of a balance in which births plus immigration equal deaths plus emigration.) The legislation we are discussing this morning has special significance, since the once-in-ten-years International Conference on Population is about to begin and the U. S. has not yet adopted a population policy. H. R. 2491 would give us, as a thriving nation and a world power, earlier understanding of the forces that could enhance our wellbeing and quicker reaction time to adjust negative trends before they become grim reality.

This legislation would authorize the U. S. to determine the level of population that can be sustained at a high standard of living consistent with conservation of natural resources and protection of the environment, without causing major social or economic dislocations in this country. In other words, the federal government would evaluate our nation's carrying capacity. It would take into consideration the domestic and international expectations that must be met by U. S. resources and programs, and it would propose legislation to set humane population programs and goals within which those expectations could be realized. Also, the executive branch is to promote voluntary family planning as a means of helping the U. S. bring about population stabilization, and would encourage other nations to adopt similar policy.

A crucial tool in this process would be foresight capability, a comprehensive program required by this legislation for the

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purpose of collecting global and national resource and population data and preparing projections of trends to guide decision-making and planning at the various levels of government in the U. S. The demographic effects and impacts on state and local delivery of services, resulting from federal regulation and national law-making, are also to be analyzed. Immigration would be one of the aspects to be covered in demographic analyses.

Coordinating data collection by federal agencies, analyzing trends and reporting annually would be duties of an interagency council headed by the chairman of the Council on Environmental Quality. Reviewing its findings periodically, the designated body would make recommendations of levels at which to stabilize the population, presumably with estimates of personal and social lifestyle effects and options that each numerical level might imply. Ultimately, the public debate that would follow upon the council's recommendations will be a healthy addition to the decision-making process for adopting specific population policy.

As long ago as 1938, the issue of appropriate population size was identified in a report to President Franklin D. Roosevelt from the population subcommittee of the federal government's Natural Resources Committee. They concluded, "...the transition from an increasing to a stationary or decreasing population may on the whole be beneficial to the life of the Nation." Since then, the following landmark studies have addressed the topic:

- o 1968, the House Subcommittee on Science, Research and Development stated, "Population must come under control and be stabilized at some number which civilization can agree upon. Otherwise, the best use of natural resources will be inadequate and the apocalyptic forces of disease and famine will dominate the earth."
- o 1972, the National Commission on Population Growth and the American Future advised that, "...organizational changes (should) be undertaken to improve the federal government's capacity to develop and implement population-related programs, and to evaluate the interaction between public policies, programs, and population trends." Also, "...no substantial benefits would result from continued growth of the nation's population..." They recommended that, "...the nation (should) welcome and plan for stabilized population."
- o 1974, at the World Population Conference sponsored by the United Nations in Bucharest, the U. S. joined 134 other countries in endorsing the conference statement which recommended that every country establish a population policy.

Also, then Governor of California, Ronald Reagan, stated, "Our country has a special obligation to work toward the stabilization of our own population so as to credibly lead other parts of the world toward population stabilization."

- o 1977, the Select Committee on Population recommended research on changing U. S. population characteristics and on immigration impacts, together with on-going analyses of the

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demographic effects of federal programs and a procedure for planning future population change.

- o 1981, the Council on Environmental Quality (CEQ) and the State Department in Global Future: Time to Act, stated, "The United States should develop a national population policy which addresses the issues of population stabilization, availability of family planning programs, rural and urban migration issues, public education on population concerns, just, consistent and workable immigration laws, and improved information needs and capacity to analyze impacts of population growth within the United States."

As reported to CEQ by the World Wildlife Fund earlier this year, corporations consider information on natural resources and environmental quality crucial to their success and they rely upon the U. S. government to supply it. However, they feel that the government's data is not timely, its forecasts are unreliable, and its international information is inadequate. Without foresight, early notice about impending resource scarcity or growing demand, a nation as well as a corporation will hamper its decision-makers. All countries, whatever their level of development, need earlier warning than China allowed itself. That nation surveyed its population needs for the first time in the late 1970s, and discovered that the drinking water supply could support no more than 800 million people at a decent standard of living--yet almost 100 million more were already living in China.

It is clear that due to the continued explosion of population around the world, in the next several decades the United States must face circumstances never before encountered. We believe that no other threat to human life, except nuclear war, deserves as much attention. Global population is now estimated to be over 4.7 billion. If present trends continue, we can expect that only 16 years from now the world's people will number about 6.1 billion. This means that the population equivalent of China and all of Latin America will be added by the year 2000, with 95 percent of the increase located in the developing countries. Because almost 40 percent of the people in the Third World today are under 15 years old, these children place a herculean burden on their governments. Staggering population growth overtakes whatever productivity gains a developing nation can make in providing the basic necessities of food, education, and employment for its citizens, so that economic advance is thwarted.

The United States has strategic and international trade interests to protect, as well as humanitarian and world peace objectives. We need to be aware that over-population is both a direct cause of and a contributing factor in the widespread underemployment; economic decline; degradation and depletion of environmental resources; deprivation and hunger; social inequities; mass migrations; and political conflict that prevail in a large number of developing countries today. Every year 15 million over-used, once-productive acres become desert...in Africa, a hundred million people are headed for starvation...Mexico's labor force, with an excessive unemployment rate, is growing faster than that of any other large nation...economic and political refugees crowd into

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Third World cities and pour over national borders...since World War II, many local and regional wars have been started, but few have been ended, and today 46 nations are engaged in armed conflict within their bound ries or with other countries.

Nearly all the developing nations in which the United States has vital security and economic interests are reeling under severe population problems: most nations of Central America and the Caribbeian, Korea, the Philippines, Indonesia, Pakistan, Turkey, Egypt, Morocco, Kenya, Nigeria, Brazil, and Mexico. In Kenya, for instance, the 1982 population of 18 million will probably more than double, to 40 million, in the year 2000. The resulting stress on that nation's government should be a cause for concern, since the U. S. and other western powers use the port at Mombasa for naval purposes. From some of the low-income nations we import vast quantities of irreplaceable materials; e.g., over 90 percent of the tin, over 50 percent of the aluminum, and over 30 percent of the manganese that we use. Furthermore, developing countries buy about 40 percent of the total U. S. exports, and, in this way, support one out of every 20 U. S. manufacturing jobs.

The U. S. is the world's granary, providing massive amounts of food to about 100 other nations. Agricultural commodities are a significant source of export income, and, in 1982, comprised nearly one quarter of all U. S. exports, as noted by the 1934 Economic Report to the President. However, the future of U. S. food production is threatened by the continued loss of prime cropland. The American Land Forum estimates that over one million arable acres are converted every year to residential and commercial uses. If this trend is not changed, the U. S. will no longer be capable of feeding the world by the year 2035, according to Lester Brown's book for the Worldwatch Institute, State of the World 1984. Assuming that U. S. population continues to increase at around 2.5 million per year and that total cropland loss is held steady at 1.2 million acres per year, by 2035 the remaining U. S. agricultural acreage will be able to meet only domestic needs. The resulting enormous trade imbalance would significantly affect the U. S. economy. Moreover, the consequences to an already starving Third World are quite clear.

This is only one of the results of U. S. population growth and change. Our population grew by nearly 2.5 million in 1983. At the present growth rate of about one percent, the U. S. will add the population equivalent of a new California every decade and a new Washington, D. C. each year. Half of that annual increase is estimated to be due to immigration, both legal and illegal. In parts of the country where illegal immigration is significant, local governments are having difficulty meeting the costs of providing needed services for the un-budgeted-for, unplanned-for rise in demand. The Los Angeles County Department of Health and Human Services paid \$99.5 million in medical costs for illegal immigrants during Fiscal Year 1983. And the Department Director estimates that 22.9% of the county's hospital patients are illegal aliens, and 79% of the babies born at County-UCLA Medical Center were born to parents who were illegal aliens. This is an effect of federal policies felt by local governments.

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Another demographic effect on local agencies is that of adolescent pregnancies. Nearly 35% of the annual births in the U. S. are to teenage mothers. The adolescent mother is a child taking care of an infant, usually unwanted, with limited financial resources. The Alan Guttmacher Institute estimates that more than half of all women on welfare began as teen mothers. In 1979, according to the Public Health Service Research Department analysis of government expenditures consequent on teenage child-birth, 600,000 births to adolescents were reported. Estimated health and welfare costs over the next 20 years were put at \$8 billion. Forward-thinking population policy would address these and other unwanted, unplanned pregnancies with a comprehensive program of education and services for birth control and family planning.

Very near to Washington, D. C. we have an example of population impact on natural resources. The Chesapeake Bay, one of the world's most bountiful bodies of water, is slowly dying. The July 23, 1984 issue of Time magazine reports that the annual oyster catch from the Bay in the nineteenth century weighed in at 120 million pounds, but now totals less than 20 million pounds. In 1983, the harvest of striped bass, also called rockfish, amounted to only 400,000 pounds, compared to a 5 million pound haul as recently as ten years ago. The Time article stated that,

Some of the damage stems from natural causes. But most of the bay's problems can be traced to man. Between 1950 and 1980, population in the bay's watershed increased from 8.5 million to 12.7 million, and the amount of sewage dumped into the Chesapeake's tributaries and into the bay rose accordingly... The growth of the bay area's population has been accompanied by the peril of pollution. The EPA found high concentrations of heavy metals such as copper, cadmium and lead in rivers flowing into the bay from Baltimore, Washington and other cities; high levels of organic compounds, including PCBs, Kepone and DDT, were detected in Pennsylvania and Virginia rivers that flow into the bay.

A cogent discussion of the detrimental effects of population pressures on the natural resource base and on the quality of human life is contained in the attached article by Anne Ehrlich, "Critical Masses: World Population 1984," in the July/August 1984 issue of Sierra. She makes the point that the United States exerts a major impact on the lives of people living in the poor nations. Not only do we market our food, as noted above, but also,

A high rate of consumption magnifies the impact of this country's population growth... Americans are world-champion consumers and polluters, drawing resources from every region on Earth while dispersing air and water pollutants and toxic wastes around the globe. Other developed countries run us a close second. Together these nations, which contain only a quarter of the

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world's people, account for 75 to 90 percent of the world's annual use of mineral and commercial-energy resources. Their energy consumption is causing, among other problems, acid rain...

The foregoing illustrations of U. S. population impacts on the resources and the people both within our country and in other nations around the world show the importance of applying tools of logic, such as foresight capability, and publicly aired policies for population planning. Zero Population Growth commends the Subcommittee on Census and Population for holding this hearing on the proposals contained in the Global Resources, Environment and Population Act of 1983.

Ms. HALL. Thank you, Ms. Cohen. And the Chair would like to thank you for your excellent presentation which was presented yesterday, and I have a copy of it in my hand at this time. A very nice presentation.

Our next witness is Mr. Torres of LULAC. Mr. Torres.

STATEMENT OF ARNOLDO S. TORRES, NATIONAL EXECUTIVE DIRECTOR OF THE LEAGUE OF UNITED LATIN AMERICAN CITIZENS

Mr. TORRES. Thank you. Madam Chairman. I appreciate the opportunity to come before you, and I again want to extend our appreciation to your staff for being patient with us about the testimony.

I also want to thank you, for the record, for seeking our continued opinions on this issue of Population Policy Legislation.

Very briefly, it is not part of my written testimony, but I would like to inform the committee that we got involved in this issue due to a representative of Zero Population Growth back in 1980, 1981. Ms. Phyllis Eisen was instrumental in bringing us into this issue.

We testified before this subcommittee on the Global 2000 Report. We raised a several reservations and concerns, but we felt that there were certain aspects of the report that should be discussed, and that we felt we should be a part of and encourage.

We underwent for about 2, 3 years recently the wrath of Lindon LaRouche being told that we were supporting genocide policies. We can handle that type of criticism and we think it is fine. All we do is consider the source.

However, when we look at H.R. 2491, at this time in this country's mania against immigrants, we will have to state for the record, as we do in our written testimonies, that we would not encourage this subcommittee to mark up this legislation. We would not encourage this subcommittee to do a darn thing with H.R. 2491.

We would suggest that it somehow be given a respectful death in view of the strong reputation that its chief sponsor has in the House of Representative.

Now, our reason for opposition goes back to the statement that we raised in 1981. We indicated that to many in the Hispanic community the enactment of a population policy would, at first glance,

be directed toward those factions in society with a higher birth rate in family size.

It would be interpreted as an effort to control and direct the growth of the Hispanic community in this country, not for positive ends but for a concern that the Hispanics are becoming a larger population group in this country.

In view of the significant criticism and adverse image our community has received from the misinterpretations of bilingual education, the flow of undocumented workers and Cuban refugees, it is not difficult to understand that we would view the establishment of a population policy as being a racist effort to dictate and curtail our growth either through birth rates or population movements.

Many supporters of Global 2000 and before H.R. 907 and now H.R. 2491, would react to this interpretation as being made out of ignorance or hyperbole or as some would even go as far as to say, most Hispanics are emotional people anyway.

It nonetheless reflects the real concerns and thoughts that we believe Hispanic-Americans would have and do have on this issue. Again, it must be understood that in view of the constant negative attention immigration of undocumented workers and Cuban refugees have received, in view of us being made scapegoats for many of the economic and social problems facing this country, and in view of the consistent animosity toward nondominant English speaking persons, it is difficult for us not to consider efforts to control population as being racially motivated.

Now, that is not to in any way suggest that the sponsors of this legislation are at all racists. But there are certain contradictions that do exist with the actions that have been taken, and statements that have been made.

We are looking at an issue of population policy. We have heard buzzwords today amongst the environmentalists and the population control groups of forecast capability.

Well, when we look at the testimony, and I had a chance to read it while everyone else was testifying, we invariably get back to immigration. We are not concerned about resource management capabilities.

I quote from Mr. Ottinger's testimony, and I am glad that you stayed here, Mr. Ottinger, because I was hoping that we could have this discussion.

On page 2 of your statement you that,

We have already experienced many of these difficult problems: Our parks system is overcrowded; our lakes in my home state of New York have been left lifeless by acid rain and other pollutant; asbestos workers and coal miners are among those who have died prematurely because of pollution where they work. Urban industrial centers in the North have shown a steady decline in employment and population with no vehicle in place to accommodate these changes. The sunbelt states have witnessed a tremendous influx of population and development, yet have not adequately prepared to meet these new challenges. Demographic changes may be as damaging as sheer growth. The rising population of the southwest strains scarce water resources.

Now, you made those statements, that are written; Ms. Cohen from Zero Population Growth has stated the same thing. Yet, when we analyze the problems of water scarcity in the Southwest, of which I am a native, we do not really reach the same conclusions that you all do.

The problem is, that water scarcity due to the abusive use of that water by farmers and the cities.

We see a lack of alternatives to water utilization or wastewater, and other things of this nature. I do not think that anybody would argue about a month and a half ago that there was not a water shortage in Colorado or Utah. I think the Governors of those two States were saying that there were disasters in those States as a result of too much water.

The problems that you raise about asbestos workers and coal miners, the issues that you raise about industrial centers and unemployment; those are not caused by population. Those are caused by very, very bad management; very bad planning at every level of government. And I do not see how we draw this legislation into immigration. We have a lot of problem with that. And that is precisely why we have a lot of apprehension with any movement with this legislation.

Another case in point, Congressman Ottinger from New York indicates that he is concerned about the issue; he is the chief sponsor of the legislation, and yet he votes for Simpson-Mazzoli.

In Simpson-Mazzoli you have the largest movement of undocumented people into this country as a result of the Panetta-Morrison amendment. So, we have not exercised reason on this issue.

We have decided to put the blame of every major management difficulty, every major social and economic difficulty in this country on immigrants.

And, I think that the legislation that we have before us today would in fact be misused by many people. The environmentalist movement, the population control people have now gotten into the business of immigration policy. And they have made Hispanics and other immigrant groups from the Caribbean and other places, the scapegoats for all the difficulties that this country is going through.

I think that they themselves want to have foresight capability. They also want to have sound data in order to make statements and decisions. And yet they have gone about making statements without any real facts. Perhaps, if we had recognized the major contradictions in the Simpson-Mazzoli bill and not voted for it; perhaps, our apprehensions would not be so great. Perhaps, if we would not read in every major publication that comes out of the administration and other places that the problem is not Reaganomics, but is immigrants taking jobs away from American workers; perhaps, we would not be so apprehensive.

But in view of the history of the last 2 or 3 years, I think that Hispanics and other ethnic immigrants would be very leery of this kind of legislation. We could easily see overzealous people in this kind of super agency or think tank, getting a little carried away, and beginning to put all of the problems on the backs of people.

I think this contention that immigrants are affecting our lifestyles. Again, over simplification, limited truths, half truths, but a continue slue of hyperbole and exaggeration.

And as a result of that, Madam Chairman, I would urge that this subcommittee emphasize the need to, perhaps, take one or two provisions of this legislation, see if it can be tacked on to another piece of legislation this year with regards to better information about

population. Also, a stronger commitment to planned parenthood should be made.

If the problems of the developing countries have such a tremendous impact on this country's growth, especially economic growth; then, I think that we ought to examine the role of the world banks; the role of the major banks of New York in lending money to Latin American countries. Perhaps, we should make a lot stronger commitment to really dealing with the problems of these countries as opposed to dealing with the symptoms that we in essence keep referring to, and not really trying to deal with the problems.

We would suggest that we would offer our assistance to subcommittee staff in being able to take a couple of the provisions out of this bill, and see if we could tack it on to another piece of legislation. Again, provisions that would emphasize: education; outreach; planned parenthood efforts; family planning; things of this nature we believe are very positive and can be done in a way that is not going to create the fear and apprehension on the part of many people in our community.

Thank you very, very much, Madam Chairperson.

Ms. HALL. Thank you, Mr. Torres.

[The statement of Mr. Torres follows:]

PRESENTED BY
ARNOLDO S. TORRES
NATIONAL EXECUTIVE DIRECTOR
LEAGUE OF UNITED LATIN AMERICAN CITIZENS (LULAC)

GOOD MORNING MADAM CHAIRWOMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM ARNOLDO S. TORRES, NATIONAL EXECUTIVE DIRECTOR OF THE LEAGUE OF UNITED LATIN AMERICAN CITIZENS (LULAC), THIS COUNTRY'S OLDEST AND LARGEST HISPANIC ORGANIZATION. WE APPRECIATE THE CONTINUED INTEREST OF THIS SUBCOMMITTEE TO SEEK OUR VIEWS ON LEGISLATION DEALING WITH POPULATION POLICY. WE HAVE TESTIFIED ON TWO PREVIOUS OCCASIONS, THE MOST RECENT BEING MARCH 11, 1982. WHEN WE TESTIFIED ON H. R. 907 WHICH WAS THE PREDECESSOR OF H. R. 2491 WHICH IS TODAY'S SUBJECT.

DESPITE OUR TESTIMONY BEING TWO YEARS OLD, OUR VIEWS REMAIN THE SAME TODAY. THE THRUST OF THE LEGISLATION HAS NOT CHANGED, HOWEVER, CIRCUMSTANCES HAVE WHICH HAVE US OPPOSE THIS LEGISLATION H.R. 2491. THE FOLLOWING FACTORS HAVE BROUGHT ABOUT OUR OPPOSITION:

- 1) THE ENVIRONMENTAL MOVEMENT HAS COME TO BE CONSIDERED AS ACTIVE SUPPORTERS OF IMMIGRATION REFORM LEGISLATION (SIMPSON-MAZZOLI) WHICH IS WIDELY CONSIDERED BY HISPANICS TO BE DISCRIMINATORY AND ANTI-HISPANIC. H. R. 2491 IS CONSIDERED AN ENVIRONMENTALIST/POPULATION CONTROL GROUP LEGISLATION AND MANY IN OUR COMMUNITY VIEW IT AS AN EXTENSION OF SIMPSON-MAZZOLI SUPPORTERS. THE CHIEF SPONSOR OF H. R. 2491 VOTED IN SUPPORT OF FINAL PASSAGE OF SIMPSON-MAZZOLI. AS A CONSEQUENCE, MANY IN OUR COMMUNITY ENVISION H. R. 2491 BEING USED TO FURTHER THE PURPOSES OF SIMPSON-MAZZOLI BY USING NEW IMMIGRANTS AS "SCAPEGOATS" FOR SCARCITY IN NATURAL RESOURCES;
- 2) OUR CONCERN THAT ENVIRONMENTALIST AND POPULATION CONTROL GROUPS HAVE CONTINUED TO INSIST THAT LIFESTYLES

OF U. S. CITIZENS ARE NEGATIVELY IMPACTED BY IMMIGRANTS BOTH LEGAL AND ILLEGAL. THE THRUST OF H. R. 2491 APPEARS TO BE UNDERSCORING THIS AND WE ARE EXTREMELY CONCERNED THAT PERSONS CARRYING OUT THE PROVISIONS OF THIS BILL COULD AND WOULD CAST IMMIGRANTS AS "SCAPEGOATS" FOR HISTORICAL FAILURES OF U. S. POLICIES AND PROGRAMS DEALING WITH DOMESTIC SOCIAL AND ECONOMIC PROBLEMS. A REVIEW OF PREVIOUS TESTIMONIES BY THESE GROUPS ON THIS SUBJECT UNDERSCORES OUR CONCERN.

IT IS FOR THESE REASONS THAT WE MUST OPPOSE THIS LEGISLATION AND URGE THAT THIS SUBCOMMITTEE NOT TAKE FURTHER ACTION. IT IS OPEN TO GREAT INTERPRETATION WHICH WOULD CREATE MORE CONTROVERSY THAN CONTRIBUTE TO THE NEED FOR BETTER POPULATION INFORMATION. PERHAPS THERE IS A POSSIBILITY THAT CERTAIN PROVISIONS OF THE BILL COULD BE REDRAFTED AND RE-INTRODUCED AND ATTACHED TO OTHER APPROPRIATE LEGISLATION. WE WOULD EMPHASIZE THE EDUCATION EFFORTS AND WOULD BE PLEASED TO WORK WITH THE SUB-COMMITTEE STAFF TO FURTHER OUR SUGGESTIONS. WE WOULD EMPHASIZE THAT ATTENTION SHOULD BE GIVEN TO PLANNED PARENTHOOD ACTIVITIES IN FOREIGN COUNTRIES AS WELL AS OURS. A CONCERTED AND WELL DESIGNED EDUCATIONAL EFFORT DISCUSSING THE PROS AND CONS OF FAMILY SIZES IN UNDERDEVELOPED AND DEVELOPING COUNTRIES CAN AND WILL GO A LONG WAY.

Mr. OTTINGER. Madam Chairman, I wonder if I could go out of order for a minute.

Ms. HALL. Yes, you may.

Mr. OTTINGER. I thought it was a very closed question on the Simpson-Mazzoli statement I made, and what I voted for indicated quite clearly, but I was worried because of the legalization provisions.

And to spite my opposition, I proposed that amendment, the guess work of the program. There are the provisions with respect to employer's sanctions. One can call that either way. I have a huge number of refugees in my district today who live in constant fright of being deported, arrested. They are sent back, particularly to El Salvador where their chances of surviving are small.

I thought, as with all bills, there is something good and something bad that had to be balanced with respect to this bill. It is not anti-Hispanic immigration at all; indeed the paragraphs you read are followed by a sentence which says that the important thing is to enable the communities to have this immigration. To be able to meet the problems which arise from the immigration. Increased demands on their resources and so forth.

And, I think that the Hispanics that come across the border would be well-served. If the government were doing this kind of planning, and if the Federal Government were helping the local communities more effectively to be able to receive those people who come and to accommodate their needs.

That is the direction. Maybe the language of the bill is not put artistically enough. But there is no desire whatsoever to discriminate against the Hispanic population in establishing these policies. There is a desire to accommodate the immigrant Hispanic population better into our society than we are able to do at the present time.

You are welcome to comment on that, but I just wanted to clarify the intent. If we do not carry out that intent well enough, we would be delighted to work with you and see to it that the language carries out that intent.

Mr. TORRES. Mr. Ottinger, I certainly do not, and our statement does not indicate that this legislation is anti-Hispanic. What I indicate and state is that, there is such an apprehension on our part that the interpretation could easily be just that, on the part of many people in our community.

I appreciate the struggles that you went through on the Simpson-Mazzoli bill, but had you not voted for legalization, you would not have gotten us upset, Mr. Ottinger, because we do not think the legalization program is a very good program to begin with. So, we would have been in agreement there.

I think that the other points that you make are very reasonable and they are good things to do. You are absolutely right; we must begin to have an idea of just how far we can grow statewide, locally, county; all of these things. I agree. And that is exactly why, when Phyllis Eisen spoke to us we said, yes, that is the right thing to do. And so we came in and wanted to do the right thing.

All we are saying at this time is that, the environment is so negative, not the other environment, but the political environment is so negative that we can see people getting into a very overzealous

posture of really beginning to make the immigrant the scapegoat. Yes, there are problems that immigrants do cause in this country. There is absolutely no doubt of that. And there is a doggone need to do something about uncontrolled immigration. Absolutely no doubt about that.

But the debate has not been, what is the best way that we as a country can do it; what is the best public policy to accomplish this. No, no, no. Rather the debate has been; let's do it because we have got to do something. And to hell with anything that will result from that. You see. The hell with the consequences. Let's just do something. That is not good motivation. And it is a lousy foundation to build a public policy on.

And we have seen that with Simpson-Mazzoli. We have seen it with the overzealousness of the environmental movement coming in, and now all of a sudden becoming immigration specialists.

And putting a lot of the difficulties of prior governmental failures and policies on the backs of immigrants, and saying the immigrants are the ones that create asbestos poisoning and problems for coal miners and unemployment in New York City, and that is why Michigan is now—all of Michigan is living in Texas. That has nothing to do with immigrants. That has something to do with our inability to plan our economy growth.

And in that regard, this legislation would be good to deal with those types of issues. Excellent to deal with those kinds of issues. But inevitably under today's times we are going to start getting into the scapegoating of the immigrant. And that is where our apprehension comes.

But we are willing to even be more reasonable. This goes to show you how much we believe in the American democracy, and how good we are about these things; we would be willing to look at provisions of your legislation and be supportive of them. But a creation of population study group in essence is unacceptable.

We could see an overzealous person from the Audubon Society or the environmental fund coming in and saying:

Hey, the problem is people coming in from foreign countries. If we stop them America is going to be hunky-dory. Everybody is going to be a middle class person, and we will not have problems with housing. Everybody will have daycare, and everybody will have food stamps.

Do you see what I am saying? I do not want to over simplify it; I am just trying to give you what the real attitude is there amongst many of us out there trying to deal with this issue, and yet are torn between doing the right thing and enacting the good public policy.

Mr. OTTINGER. I do have to leave. I understand your apprehensions, and anything we can do to alleviate those apprehensions, I would be glad to help.

Ms. HALL. Certainly.

Our next witness is Dr. Rupert Cutler of the environmental fund.

STATEMENT OF DR. M. RUPERT CUTLER, EXECUTIVE DIRECTOR, THE ENVIRONMENTAL FUND

Mr. CUTLER. Thank you very much, Madam Chairman.

Mr. Ottinger, as you leave I would like to thank you for your years of support of environmental and population legislation. Both of you, as a matter of fact, in an unsympathetic political climate have helped to keep the flame alive for programs and proposals of this sort, and we deeply appreciate both of your work in this regard.

We appreciate the opportunity to comment on H.R. 2491, and I will highlight my statement, Madam Chairman, and ask that my entire statement be reproduced in the record as though read. Thank you very much.

I am M. Rupert Cutler, executive director of the environmental fund, an 11-year-old membership organization which seeks to inform American citizens of the adverse environmental and economic consequences of rapid U.S. population growth, regardless of its source, and of the urgent need for U.S. population stabilization.

I do need, Madam Chairman, to refer to and respond to Mr. Torres' statement a few minutes ago to the effect that the environmental fund was concerned about the type of immigrants. We are not. We are concerned about total numbers of immigrants. And we are not in favor of zero immigration either, as my testimony will reveal. In fact, the environmental fund is on record in support of a flexible sealing on immigration of some 475,000 persons per year.

Ten years have passed since adoption of the World Population Plan of Action in Bucharest which calls for the adoption of national population policies by all nations, yet our country still has no population policy.

It is time the Congress provided this Nation with such a policy, together with the means to assure its implementation.

But I am afraid a policy statement unaccompanied by action forcing mechanisms and an enforcement budget is meaningless. Such steps as: strict immigration control; fertility disincentives; requirements to consider the adverse boom town effects of proposed new Federal programs and projects; and population education programs are needed to influence what happens in the real world, to convert policy to practice.

My qualifications to address this issue include: three university degrees in natural resources management and economics; and 30 years' experience in both public and private environmental protection agencies, including 4 years as Assistant Secretary of Agriculture.

During the Carter administration I was the political appointee responsible for Federal policy in the areas of: forestry, soil conservation; cooperative extension and agricultural research. And among the Federal planning efforts conducted under my supervision were the preparation of the Forest and Rangeland Renewable Resources Planning Act and Soil and Water Resources Conservation Act programs, the second roadless area review and evaluation affecting the entire National Forest System, and the national agricultural lands study.

What will happen if we allow our population to continue to grow. The consequences include: the paving over of millions more acres of productive farmland, the tillage of fragile erosive marginal lands to make up for the prime land lost to urbanization, the draining and filling of productive important wetlands for agricultural use,

the demise of ecologically significant old growth forests on unstable watersheds and their replacement with short rotation tree stands of a single species to meet lumber and paper demands, the degradation of wilderness areas and unique and important wildlife habitats by incompatible energy resource development activities, and the widespread manufacture and use of dangerous chemicals to combat pests in ecologically unstable agricultural and forestry monocultures.

These practices will continue at an increasingly rapid rate. To meet a growing population's need for food, fiber and energy, to society's ultimate disadvantage. And with over population will come higher levels of unemployment, higher prices and higher taxes.

We are in complete agreement with the goal of H.R. 2491 to establish in the Federal Government a global foresight capability with respect to natural resources, the environment and population. And within this framework, we welcome the prospect for improved national foresight capability.

The realities of exponential population growth, resource depletion, environmental degradation and their relationship to U.S. national security interest will never become well understood or acted upon if our Government lacks a comprehensive program for Federal agencies to consistently collect and report relevant information.

Madame Chairman, the Environmental Fund consultant, that is Mr. Lindsey Grant, formerly a Deputy Assistant Secretary of State has written a thoughtful essay for us on the subject of foresight capability called "Thinking Ahead—Foresight in the Political Process"; and I offer the committee several copies for members and staff review. Of particular relevance are pages 48 through 60; a specific proposal for foresight machinery. And you may want to reproduce those pages in the printed record of these hearings. I will leave these with the committee staff.

While we agree that the—with the need for improved national foresight capability, it is not clear that H.R. 2491 without amendment will be successful in this regard.

One major concern here is the absence of an authorized funding level to carry out this monumental task. Another concern has to do with the nature of the proposed interagency council on global resources, the environment and population.

As the bill is written, some 19 Cabinet level officials would become, in addition to their other duties, members of this new council. The functions of the council as listed in section 8 of the bill are mainly technical in nature.

Based on my experience as the Secretary of Agriculture's designee to many meetings of this kind, and I in turn had to turn around and ask my agency heads or deputy agency heads to attend these source of meetings, I predict that if such an institution is created by law, it will rarely, if ever, become a meeting of the principals it was intended to involve.

Instead, it will become an occasional get together of deputy assistant secretaries. I am doubtful in fact that a Cabinet level group is needed. A free floating interagency council tenuously attached to the council Environmental Quality, potentially relegated to begging for staff detailees from diverse agencies for long periods of time, subsisting on crumbs from some unspecified line item within the

budget of the Executive Office of the President may not get the job done.

We suggest an alternative fourfold approach which fine tunes existing governmental mechanisms, rather than creating a new one.

First, formally expand the statutory function of the President's Council on Environmental Quality, to include the eight population trend related functions identified in this bill. The existing CEQ could be renamed the Council on Population and the Environment, to recognize the essential interconnectedness of these two concerns.

CEQ is a logical home for many of the data analysis and trend projection kinds of functions outlined for the council on global resources, the environment and population in section 8 of H.R. 2491. CEQ has already done some work in this arena.

Second, an institutional change in the right direction would be to provide the President's Office of Management and Budget with the explicit task of seeing to it that all agencies of Government gather their data in a consistent, coordinated and compatible manner.

The Global 2000 study followup report in 1981 detailed this problem as follows: The Global 2000 report emphatically pointed out the need to improve data and modeling from the point of view of both the user, that is the policy analyst, and the doer, that is those who collect data or formulate models.

The projections in the Global 2000 report were based, for the most part, on data readily available to agencies and the models they ordinarily use. While data, models and projections for some sections, such as populations and food were extensively detailed, others were extremely sketchy.

In some cases, essential data were not available, had not been validated or conflicted with data from different sources. Likewise, in some cases, models for specific sections were not documented or validated.

All the sectoral models suffered from a serious lack of coordination, or links with models for other sections, and assumptions for the various models were inconsistent.

With this inadequate analytical capability, the U.S. Government is seriously hampered in its ability to anticipate developing problems and to act on them in a timely fashion.

Therefore, we recommend that the Congress assign the Office of Management and Budget responsibility for addressing this problem, by working with the Assistant Secretaries for Administration and their counterparts in agencies throughout the executive branch. Those are the people that order the computer hardware; that order the software; that have the administrative responsibility for this function.

To assure compatibility of Federal data gathering and modeling systems, comprehensiveness of coverage, so that all important trends are being monitored, and accessibility of the data so generated with public funds, accessibility to public interest groups including universities and private think tank data analysis groups such as the Conservation Foundation and the Environmental Fund.

A third institutional change to increase the visibility and potential use of the data gathered in the executive branch would be to charge a unit of the Federal legislative branch, a unit of the Congress, the Office of Technology Assessment, with responsibility for

preparing a biannual assessment of the policy implications of the population resources environment data generated in the executive branch. These would be recommendations for consideration by committees of the Congress.

And, since Dr. Peterson who has arrived now, once headed the Office of Technology Assessment, you might ask him if he sees merit in this suggestion.

My skepticism with respect to this ability of the proposed Council on Global Resources, the Environment and Population, headquartered in the President's Executive Office, to produce reports containing the unvarnished truth and provide hard-hitting recommendations for immigration tax code and resource development program changes to keep our population resource consumption within sustainable limits is based on my personal experience with implementation of the 1974 Forest and Rangeland Renewable Resources Planning Act.

As Assistant Secretary of Agriculture, I oversaw Forest Service preparation of an excellent 5-year program, to address U.S. forestry and rangeland conservation needs, only to see it drastically changed by the Office of Management and Budget because it departed from the President's recommended budget levels for the Forest Service.

The 1980 RPA program that eventually surfaced bore a little resemblance to the recommendations of the professional Forest Service and department analyst and administrators, who worked on it for months. It was rewritten in a few days to reinforce the administration's existing budget proposal, and its conception of what was politically palatable at that time.

I am afraid, therefore, that a continuing executive branch program of analysis and recommendations to the Congress on population resources and the environment, almost inevitably would end up being skewed in the direction of the political philosophy of the party in power in the White House at that time.

My suggestion, then, is to limit our expectations of what the executive branch can do well. It can collect data, construct models, project trends, and produce policy analyses which identify alternative courses of action and their implications. Improve interagency coordination can be effective, through the kind of foresight system Lindsey Grant suggests, that is, a White House ombudsman; working with policy level departmental representatives in a foresight policy group reinforced by a foresight working group. Representatives from each of the Cabinet level departments working together with the White House.

But the Office of Technology Assessment and the private sector should be turned to by the Congress for additional policy recommendations.

And our fourth step, Madam Chairman, would be to provide for the creation of a joint committee of the Congress on population and the environment, similar to the Joint Economic Committee, which would provide a forum for the presentation of the diverse views of all interested analysts, public and private, regarding the implications of the data coming from the agencies and elsewhere.

You owe it to yourselves in the Congress to hear several well-founded opinions as to the proper course of action needed to assure

sustainable development, protection of our life support system, and preservation of an acceptable quality of life for Americans.

We believe that one inevitable recommendation will be for a stabilized population and economy, the notion of an ecological equilibrium applied to humankind.

One of the functions of the envisaged Council on Global Resources, the environment and population would be to:

Develop and recommend to the President and the Congress a national population policy, including a national policy on immigration which will facilitate planning for changes in population characteristics and promote national population stabilization in the United States.

This is a worthy goal indeed, and one the environmental fund strongly supports. The \$64 question is: At what level of population should the United States attempt to stabilize its growth?

Attaining zero population growth will depend on the interaction over time of a number of factors: fertility, morality, emigration and immigration, which affect our population growth rate.

The environmental fund recently examined a series of U.S. population growth scenarios which are illuminating. I would like to share these projections with the committee.

Our policy analyst recently ran a series of 100 year population projections for the United States. The projections considered five different annual net immigration scenarios and three different assumptions for total fertility rates.

Of the 15 different population scenarios analyzed, only four resulted in zero population growth by the year 2080. In one projection, with the total fertility rate at 1.7, it currently is about 1.9; and net immigration at zero, U.S. stabilized at 256 million between 2015 and 2020.

In another projection, using the same low total fertility rate of 1.7, and net immigration at one-half million, the U.S. population stabilized at 278 million between the years 2025 and 2030. If the total fertility rate was still 1.7, and net immigration was 1.1 million, comparable to today's situation, the U.S. population would stabilize at 316 million in the years 2040 to 2050.

And if total fertility rate were 1.9, as it is at present, and net immigration were zero, very unlikely, our population would stabilize at 276 million between 2025 and 2050.

These projections indicate that there are different paths to the goal of population stabilization within the next century.

Simply stating the zero population growth is in the national interest does not insure attainment of that policy. The ongoing debate over immigration reform and control underscores this point. H.R. 2491 makes reference to immigration policy as part of an overall population policy, but the debate over immigration reform, which has raged for 6 years, has given little attention to the demographic impact of uncontrolled U.S. immigration, which now accounts for nearly half our population growth.

There is no substitute for rolling up our sleeves and tackling head-on the controversial steps like immigration reform that will have to be taken to achieve a stable U.S. population.

The Simpson-Mazzoli bill, which is still pending, is a mixed bag from the demographic perspective. Employer sanction should deter much of the illegal immigrant flow, but sweeping legalization, the

Panetta guest worker provision, and the lack of a ceiling on legal immigration may well increase demographic pressures.

The environmental fund will enthusiastically support legislation which:

First, establishes that the U.S. population policy is a stable population as soon as possible;

Second, places a flexible ceiling on legal immigration of 475,000 per year, which would not limit the admissions of immediate relatives of U.S. citizens;

Third, expands the scope of the council on environmental quality to include explicit responsibility for population trend related projections and reports, including periodic updates of the 1980 global 2000 report for the President;

Fourth, requires the Office of Management and Budget to monitor executive agency data collection and modeling systems to assure compatibility, comprehensiveness and freedom of public access to the data;

Fifth, assigns the Office of Technology Assessment the task of producing policy recommendations for each new Congress, and improving Federal programs, to help assure sustainable resource development and protection of the quality of life in America; and

Sixth, creates a Congressional Joint Committee on Population and the Environment, to oversee the protection of our life support system through means, including, efforts to limit our human population to the carrying capacity of our environment.

Thank you very much, Madam Chairman.

Ms. HALL. Thank you, Dr. Cutler.

[The statement of Mr. Cutler follows:]

STATEMENT OF
DR. M. RUPERT CUTLER
EXECUTIVE DIRECTOR, THE ENVIRONMENTAL FUND
WASHINGTON, D.C.

Before the Subcommittee on Census and Population
of the Committee on Post Office and Civil Service,
U.S. House of Representatives

On H.R. 2491, The Global Resources, Environment, and Population Act

July 26, 1984

MADAM CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Good morning and thank you for this opportunity to comment on H.R. 2491. I am M. Rupert Cutler, Executive Director of The Environmental Fund (TEF), an eleven-year old membership organization which seeks to inform American citizens of the predictably adverse environmental and economic consequences of rapid U.S. population growth and of the urgent need for U.S. population stabilization.

As is widely acknowledged, global population growth, occurring most obviously in the less developed countries, is posing and will continue to pose severe environmental and economic problems for the world. Next to nuclear war, there is no greater threat to the well-being of humankind than that of burgeoning human populations. Less well understood is the fact that the United States, as a result of large scale immigration, has one of the fastest growing populations of any industrialized nation. Without effective immigration reform we may see the U.S. population exceed 280 million by the turn of the century.

Ten years have passed since adoption of the World Population Plan of Action in Bucharest which calls for the adoption of national population policies by all nations, yet the U.S. still has no population policy. It is time the Congress provided this Nation

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with such a policy, together with the means to assure its implementation. A policy statement unaccompanied by action-forcing mechanisms and an enforcement budget is meaningless. Such steps as strict immigration control, fertility disincentives, requirements to consider the adverse "boom town" effects of proposed new federal programs and projects, and population education programs are needed to influence what happens in the real world ... to convert policy to practice.

My personal qualifications to address this issue include three university degrees in natural resources management and economics and 30 years' experience with environmental protection programs in service of both public and private agencies, including five years on the teaching faculty of Michigan State University and four years as Assistant Secretary of Agriculture for Conservation, Research, and Education. During the Carter administration I was the political appointee responsible for federal policy in the areas of forestry, soil conservation, cooperative extension, and agricultural research. Among the federal planning efforts conducted under my supervision were the preparation of the Forest and Rangeland Renewable Resources Planning Act (RPA) and Soil and Water Resources Conservation Act (RCA) national action programs, the second Roadless Area Review and Evaluation (RARE II) affecting the entire national forest system, and the National Agricultural Lands Study (NALS).

In connection with both the bill under consideration and my USDA experience, I would like to observe that, given the anticipated rise in world and domestic demand for agricultural products because of increasing population, the United States must carefully analyze

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its ability to sustain high and increasing levels of food production. Because the U.S. has a large but limited supply of prime farmland, adverse impacts on the quality and productivity of the U.S. land base must be carefully monitored. Important, population-related issues here include land conversion, the rate at which the U.S. converts agricultural land to non-agricultural uses (this so-called urban sprawl amounted to 3 million acres per year in the U.S. during the 1970s) and soil erosion, which also is on the rise. More single-cropping is causing increased erosion, as is the tillage of more marginal lands. One-third of U.S. cropland (140 million acres) now has erosion rates in excess of five tons per acre per year. Such a trend--brought on by the demand for feedgrains to feed livestock, to provide red meat to more people--has serious environmental implications. It is clearly unsustainable over time. On a worldwide scale, erosion is an urgent problem.

And with groundwater aquifers supplying 39 percent of the water used for U.S. irrigation, one must ask where future supplies will come from, when sources like the immense Ogallalla aquifer are heavily used at an unsustainable rate. Most good U.S. farmland already is in production, and while technology may increase crop yields still further, the prospects for much higher yields are uncertain at best.

I have raised these examples to underscore the need for both population stabilization and enhanced foresight capability. Population stabilization clearly would help to reduce the long-term environmental stress on the U.S. agricultural system. A viable foresight capability would enable American policymakers to gauge at

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what point increases in U.S. agricultural production begin irreversibly to harm the resource base, both our topsoil and our water supplies.

If we allow our population to continue to grow, the paving over of millions of productive farmland, the tillage of erosive marginal lands to make up for land lost to urbanization, the draining and filling of productive and economically important wetlands for agricultural use, the demise of ecologically significant old-growth forests on unstable watersheds and their replacement with short-rotation tree stands of a single species to meet lumber and paper demands, the degradation of defacto wilderness areas and unique and important wildlife habitats by incompatible energy resource development activities, and the widespread manufacture and use of dangerous chemicals to combat pests in ecologically unstable agricultural and forestry monocultures will continue at a rapid rate, to society's ultimate disadvantage.

Enhancing Foresight Capability

We are in complete agreement with the goal of H.R. 2491 to establish in the Federal Government a global foresight capability with respect to natural resources, the environment, and population. Within this framework, we welcome the prospects for improved national foresight capability.

A main conclusion of the multi-agency Carter Administration study, "The Global 2000 Report to the President," and the follow-up document, "The Global Future: Time to Act," was that adequate demographic data should be made available to U.S. decision-makers.

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The realities of exponential population growth, resource depletion, environmental degradation and their relationship to U.S. national security interest will never become well understood or acted upon if our government lacks a comprehensive program for federal agencies to consistently collect and report relevant information.

Madam Chairman, an Environmental Fund consultant, Mr. Lindsey Grant, formerly Deputy Assistant Secretary of State for the Environment and Population Affairs, has written a thoughtful essay for us on the subject of foresight capability called Thinking Ahead - Foresight in the Political Process, and I offer the Committee several copies for members and staff to review. You may want to reproduce all or portions of it in the printed record of these hearings.

While we agree with the need for improved national foresight capability, it is not clear that H.R. 2491 without amendment will be beneficial in this regard. One major concern here is the absence of an authorized funding level to carry out this monumental task, a glaring omission in contrast with the previous Ottinger bill (H.R. 201) which authorized \$800,000 in the first fiscal year, \$1.2 million the second year, and \$1.5 million for each year thereafter for this important function. It is not clear to us how an Emergency Council and the necessary staff can implement adequate foresight analysis without a budget, although reference is made in the bill to the Executive Office of the President as the source of funding for administrative expenses.

Another concern has to do with the nature of the proposed Council on Global Resources, the Environment, and Population. As

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the bill is written, some 19 Cabinet-level officials would become-- in addition to their other duties--members of this new Council. The functions of the Council, as listed in Section 8 of the bill, are mainly technical in nature: to review laws, conduct investigations, prepare projections and reports, and respond to the President's requests for advice. Seven members of the Council could conduct business, and four would constitute a voting majority. The Chairman of the Council on Environmental Quality would chair the new Council.

Based on my experience as the Secretary of Agriculture's designee, representing him at various interdepartmental meetings--and I in turn often had to designate an agency head or lesser light to represent me at such gatherings--I predict that if such an institution is created by law it will rarely, if ever, attract the principals it was intended to involve. Instead, it will become an occasional get-together of deputy assistant secretaries in the OGC conference room to discuss how to carry out the eight functions listed in the law without any budget to get the work done, either in house or out of house by consultants. I'm doubtful that a Cabinet-level group is needed. Let me suggest an alternative, four-fold approach:

Rather than placing all the eggs in one basket--a free-floating Council tenuously attached to the Council on Environmental Quality and potentially relegated to begging for staff details from diverse agencies for long periods of time and subsisting on crumbs from some unspecified line item within the budget of the Executive Office of the President--why not formally expand the statutory function of the President's Council on Environmental Quality (CEQ)

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to include these eight population-trend-related functions? The existing CEQ could even be renamed the Council on Population and the Environment to recognize the essential interconnectedness of the two concerns. Latent support for this kind of expansion of the mission of CEQ exists within the environmental quality community. And although the current administration has shrunk the CEQ budget and staff, it does exist, it has a budget and a track record, and in the past has produced impressive annual reports. CEQ is a logical institutional/staff home for many of the data-analysis and trend projection kinds of functions outlined for the Council on Global Resources, the Environment, and Population in Section 8 of H.R. 2491. It has done some work in this arena already.

A second institutional change in the right direction would be to provide the President's Office of Management and Budget with the explicit task of seeing to it that all agencies of government gather their data in a consistent, coordinated, and compatible manner. The CEQ-Department of State Global 2000 study follow-up report in 1981 entitled "Global Future: Time to Act" detailed this problem as follows:

The Global 2000 Report emphatically pointed out the need to improve data and modeling from the point of view of both the "user" (i.e., policy analyst) and the "doer" (i.e., those who collect data or formulate models). The projections in the Global 2000 Report were based, for the most part, on data readily available to agencies and the models they ordinarily use. While data, models, and projections for some sections (such as populations and food) were extensively detailed, others were extremely sketchy. In some cases, essential data were not available, had not been validated, or conflicted with data from different sources. Likewise, in some cases, models for specific sections were not documented or validated. All the sectoral models suffered from a serious lack of coordination, or links with models for other sections, and assumptions for the various models were inconsistent. With this

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inadequate analytic capability, the U.S. government is seriously hampered in its ability to anticipate developing problems and to act on them in a timely fashion.

We recommend that the Congress assign Office of Management and Budget responsibility for working with the Assistant Secretaries for Administration and their counterparts in agencies throughout the Executive Branch to assure compatibility of federal data-gathering and modeling systems, comprehensiveness of coverage (so all important trends are being monitored), and accessibility of the data so generated with public funds to public interest groups including universities and private think-tank data-analysis groups such as the Conservation Foundation and The Environmental Fund.

A third institutional change to increase the visibility and potential use of the data gathered in the Executive Branch would be to charge a unit of the federal Legislative Branch, the Office of Technology Assessment, with responsibility for preparing a biannual assessment of the policy implications of the population-resources-environment data generated in the Executive Branch for circulation by committees of the Congress. The National Academy of Sciences might be an alternative home for this policy analysis and recommendation-generation function.

My skepticism with respect to this ability of the proposed Council on Global Resources, the Environment, and Population, headquartered in the Executive Office of the President, to produce reports containing the unvarnished truth and providing hard-hitting recommendations for program changes to keep our population and resource consumption within sustainable limits is based on personal experience with the implementation of the 1974 Forest and Rangeland

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Renewable Resources Planning Act.

As Assistant Secretary of Agriculture, I oversaw Forest Service preparation of an excellent five-year program to address U.S. forestry and rangeland conservation needs, only to see it practically gutted by the OMB because it departed from the President's recommended budget levels for the Forest Service. The 1980 RPA program that eventually surfaced bore little resemblance to the product of the professional Forest Service analysts who worked from hard data; rather, it was jacked around to reinforce the Administration's preconceptions of what was politically palatable at the time.

Somehow the one-shot studies in the Carter Administration, like the National Agricultural Land Study and Global 2000 narrowly escaped such emasculation, but a continuing Executive Branch program of analysis and recommendations to the Congress on population, resources and the environment almost inevitably would end up being skewed in the direction of the political philosophy of the pa-
power in the White House.

My suggestion, then, is to limit our expectations of what the Executive Branch can do well. It can collect, construct models, project trends, and produce policy implications and alternatives. The Office of Technology Assessment and the private sector can be turned to for additional policy recommendations.

The fourth step would be to provide for the creation of a Joint Committee of the Congress on Population and the Environment, similar to the Joint Economic Committee, which would provide a forum for the presentation of the diverse views of all interested analysts, public and private, regarding the implications of the data coming from the

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agencies. No one agency or interest group is apt to have all the answers. You owe it to yourselves to hear several well-founded opinions as to the proper course of action needed to assure sustainable development, protection of our life support system, and preservation of an acceptable quality of life for Americans. We believe that one inevitable recommendation will be for a stabilized population and economy--the notion of an ecological equilibrium applied to humankind.

One of the functions of the envisaged Council on Global Resources, the Environment, and Population would be to "develop and recommend to the President and the Congress a national population policy, including a national policy on immigration, which will facilitate planning for changes in population characteristics and promote national population stabilization in the United States. This is a worthy goal indeed, one which The Environmental Fund strongly supports. The key question will be at what level of population should the U.S. stabilize its growth.

The Environmental Fund believes that the goal of zero net population growth is in the national interest and should be attained as soon as possible. Twelve years ago the National Commission on Population Growth and the American Future concluded,

It is likely that no substantial benefits will result from further growth in the nation's population, rather than the partial stabilization of our population through voluntary means would contribute significantly to the nation's ability to solve its problems. We have looked for, and have not found, any convincing economic argument for continued population growth. The health of our country does not depend on it, nor does the vitality of business nor the welfare of the average citizen. Recognizing that our population cannot grow

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indefinitely, and appreciating the advantages of moving now toward the stabilization of population, the Commission recommends that the nation welcome and plan for a stabilized population ... and that an Office of Population Growth and Distribution be established within the Executive Office of the President.

Population Policy Not Strong Enough

As much as we support the essential goal of this legislation--U.S. population stabilization--we must not delude ourselves into thinking that a simple policy declaration will, by itself, lead to the accomplishment of this important goal. Attaining zero population growth will depend on the interaction, over time, of a number of key factors--fertility, mortality, emigration, and immigration--which affect our population growth rate. The Government has recently examined a series of U.S. population-growth scenarios which are illuminating. I would like to share this information with the Congress.

A Policy Analysis Director has Olson recently ran a series of policy analysis population projections for the United States. The projections considered five different initial net immigration scenarios (1.5 million, 1.1 million, 0.6 million and 2 million) and three different assumptions for total fertility rates (TFR) -- 1.7, 1.9 and 2.1. For each different population scenario analyzed, the results showed zero population growth by the year 2000. For example, with a TFR at 1.7 and net immigration at zero, the population stabilized at 210 million in 2000 and 2020. In another projection, with the same TFR of 1.7 and net immigration of 1.5 million, the population stabilized at 218 million

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between the years 2025 and 2030. If the TFR were 1.9--as it is at present--and net immigration were zero, our population would stabilize at 276 million between 2025 and 2050. These projections indicate that there are different paths to the goal of population stabilization within the next century.

Simply stating that zero population growth is in the national interest does not insure attainment of that policy. The ongoing debate over immigration reform and control underscores this point. H.R. 2491 makes reference to immigration policy as part of an overall population policy, but the debate over immigration reform which has raged for six years has given little attention to the demographic impact of uncontrolled U.S. immigration, which now accounts for nearly half of our population growth.

There is no substitute for rolling up the sleeves and tackling head-on the controversial steps like immigration reform that will have to be taken to achieve a stable U.S. population. The Simpson-Mazzoli bill, which is still pending, is a mixed bag from the demographic perspective. Employer sanctions should deter much of the illegal immigrant flow, but sweeping legalization, the Ranzetta guest worker provision, and the lack of a ceiling on legal immigration may well increase demographic pressures.

The Environmental Fund will enthusiastically support legislation which:

- established that the official U.S. population policy is a stable population ASAP;

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- places a flexible ceiling on legal immigration of 475,000 per year which would not limit the admissions of immediate relatives of U.S. citizens;
- expands the scope of the Council on Environmental Quality to include explicit responsibility for population-trend-related projections and reports;
- requires the Office of Management and Budget to monitor executive agency data-collection and modeling systems to insure compatibility, comprehensiveness and freedom of public access to the data;
- assigns the Office of Technology Assessment the task of producing biannual set of policy recommendations for the Congress aimed at assuring sustainable resource development and protecting the quality of life in America; and
- creates a Congressional Joint Committee on Population and Environment to oversee the protection of our life support system through means including efforts to limit our human population to the carrying capacity of our environment.

Thank you.

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Ms. HALL. I see that Dr. Peterson and other panelists have arrived. Dr. Peterson is from the National Audubon Society. Dr. Peterson, welcome, and you may make your presentation.

**STATEMENT OF RUSSELL W. PETERSON, PRESIDENT OF THE
NATIONAL AUDUBON SOCIETY**

Mr. PETERSON. Good morning, Madam Chairwoman. I appreciate very much the opportunity to be here this morning and I want to commend your subcommittee for undertaking this hearing, to consider the Federal Government's need for an improved foresight capability. Certainly, a subject of tremendous importance to both the sound working of Government and the sound future of our Nation, yet one that is pereannually given short shrift by both the Congress and the executive branch.

I want to make just a few brief comments here orally, Madam Chairwoman, and I hope you will accept my written testimony for the record.

Ms. HALL. Certainly.

Mr. PETERSON. Well, my own experience in private business and government has convinced me of the importance of grappling with the need for better foresight capability. When one understands the interconnectedness of things, if you cannot make a change anywhere without it impacting on many other areas.

Many changes we make have long terms impacts; hard to measure short term impacts. It seems really grossly negligent for our principal decisionmaking bodies of our country not to have a mechanism for providing them with more foresight.

When I chaired the President's Council on Environmental Quality, I sought, unsuccessfully, Presidential approval of a new CEQ Division to coordinate data gathering and policy analysis for long range planning in these areas of environment, population and resources.

I helped to found the Global Tomorrow Coalition, whose board of directors representing 70 national organizations I now chair. And I am proud to say that our members of 70-some organizations have unanimously endorsed the call for an organized and coordinated foresight capability in the Executive of the President.

A copy of the coalition's position statement has been submitted for the record along with my prepared testimony.

Thus, I am pleased to be here today to encourage you to consider seriously Representative Ottinger's Global Resources, Environment and Population Act, H.R. 2491 that is before you.

As one who has held elected office and served as a Government agency administrator, I know the tremendous odds against the enactment of this or any other bill, at this late stage, of the Presidential election year.

For that reason I urge the Census and Population Subcommittee to consider strengthening H.R. 2491 this summer; to take other steps it would add to the foundation of information needed for the significant legislative debate I hope will occur later on this topic.

I recommend that the subcommittee closely examine the proposal on H.R. 2491 for an interagency council with an eye to strengthening it structurally.

An interagency group faces tremendous difficulty in undertaking significant ongoing work, including the preparation of reports without an executive staff in a line item budget.

My own preference would be to have the staff work performed by a strengthened Council on Environmental Quality with a mandate from Congress to do that job in oversight by relevant committees of Congress, to see that the activity is performed.

As you know, the Council on Environmental Quality has some broad assignments in this area, but has practically been destroyed by the current administration. Fortunately, the Congress was kept alive, so it can be reborn again in the later administration.

The necessary data gathering and analysis could be performed in a special unit created in the Executive Office of the President; devoting itself exclusively to trend analysis and foresight capability as an alternate to the CEQ assignment, as was proposed by Representatives Al Gorr and Knute Gingrich in their critical Trends Assessment Act.

However, the Interagency Council on Global Resources, the Environment and Population which would be created by H.R. 2491 is a proposal that can work if given adequate staffing and regular oversight by Congress.

I also believe that the subcommittee should consider including among the responsibilities of the proposed Council, the preparation and publication of the special biannually report to both the President and the Congress which would detail the ongoing work that the many and various Federal agencies are doing in the fields of population, growth, resources availability, and environmental quality.

I also recommend that the subcommittee request a major study by the General Accounting Office to be completed this year, 1984, on the Federal Government's current foresight capability with respect to global population, resource, and environmental trends; including ways in which coordination among the agencies involved with these issues can be improved.

In my prepared testimony I have listed a number of questions, which I hope the General Accounting Office study would answer.

We need a much better understanding of the resources that already are available in the Federal Government, for providing you decisionmakers with more foresight, as well as a definition of the additional resources required.

I believe that foresight capability is an issue whose time has come; and that now is the time to make the move from words to action.

The rate of change in the world continues to escalate, making it ever more urgent that we devise some kind of radar to help us steer our course into the future. Something must be done soon, to institutionalize a process for gathering trend information on population, growth, development, resource availability, and environmental quality and their interaction. And to bring these findings to bear on decisionmaking at all levels of the government.

The failure to do so will markedly increase the risk of serious national and global consequence.

Thank you for the opportunity to testify today; and I would be happy, of course, to answer any questions at this time.

Ms. HALL. Thank you very much, Dr. Peterson.

[The statement of Mr. Peterson follows:]

STATEMENT OF RUSSELL W. PETERSON-
PRESIDENT OF THE NATIONAL AUDUBON SOCIETY

FOR THE SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
U.S. HOUSE OF REPRESENTATIVES

JULY 26, 1984

I want to commend the Subcommittee on Census and Population for undertaking this hearing to consider the federal government's need for an improved "foresight capability" -- a subject of tremendous importance to both the sound working of government and the sound future of the nation, yet one that is perennially elusive of concrete action on the part of either the Congress or the executive branch.

By "foresight capability" I refer to the federal government's capability:

- to assemble sound data on global population, resource, environmental and related trends;
- to undertake coordinated efforts among the different agencies in projecting these trends into the future;
- to organize productive analysis of the projections that focuses on the interactions among these trends and their significance for public policy and well-being; and
- to bring the fruits of this analysis into informed policy-making.

Another way of describing foresight capability is to say it means the ability of the executive branch of the government quickly and meaningfully to answer the questions: "What are the numbers we have on global trends?" "What do these numbers tell us about the future?" How do the changes in these trends interact with one another, and are they

going to create any significant problems or opportunities for the nation?" "What do these problems and opportunities mean for the ongoing work of the government and its interaction with the private sector?"

Concern about the government's, indeed the nation's, foresight capability is by no means new. President Theodore Roosevelt understood its significance exactly when he said:

We have become great in a material sense because of the lavish use of our resources, and we have just reason to be proud of our growth. But the time has come to inquire seriously what will happen when our forests are gone, when the coal, the iron, the oil, and the gas are exhausted, when the soils have been still further impoverished and washed into the streams, polluting the rivers, denuding the fields, and obstructing navigation. These questions do not relate only to the next century or to the next generation. One distinguishing characteristic of really civilized men is foresight; we have to, as a nation, exercise foresight for this nation in the future.

The impulse of national leaders to raise the issue of our government's foresight capability has been evident again and again in succeeding administrations and Congress whether it be in Franklin Roosevelt's National Resources Planning Board; Harry Truman's Materials Policy Commission; Congress' creation of the Council on Environmental Quality in 1969, and the National Commission on Supplies and Shortages, with its Advisory Committee on National Growth Policy Processes in the mid-1970s; or Jimmy Carter's Global 2000 Report. Democratic and Republican leaders alike, once confronted with the responsibility of service to the nation through management of the government, have grappled with the need to get beyond the preoccupations of governing today to focus regularly on the future for the sake of leading into tomorrow.

Certainly, my own experience in private business and government has convinced me of the importance of grappling with the need for better foresight capability, and I have personally made it an issue of my own work. When I chaired the President's Council on Environmental Quality, I sought, unsuccessfully, presidential approval of a new CEQ division to coordinate data gathering and policy analysis for long-range planning in the areas of environment, population, and resources. I helped to found the Global Tomorrow Coalition, whose board of directors representing 70 national organizations I now chair, and I am proud to say that our members have unanimously endorsed the Coalition's call for an organized and coordinated foresight capability in the Executive Office of the President. A copy of the Coalition's position statement is attached for the record. In 1981, I testified on this issue before joint subcommittee hearings of the House Energy and Commerce Committee, and in 1982, in a Christian Science Monitor op. ed. statement I specifically urged Congressional debate and action on S. 1771, the forerunner of Sen. Hatfield's and Rep. Ottinger's Global Resources, Environment, and Population Act, S. 1026/H.R. 2491. I am also attaching a copy of that essay, which I believe is as pertinent today as it was two years ago.

While the issue of foresight capability is by no means a new one, it is certainly true that the 1980 Global 2000 Report to the President reinvigorated interest in it. The report's very criticisms of the federal agencies' lack of coordination and disjointed, often conflicting efforts at projecting and analyzing global trends, was a disturbing reminder of how far we still have to go to build upon the experience of the Roosevelts and Truman.

The report's clear statement of the government's lack of a coordinated foresight capability has sparked numerous recent efforts to raise again the need to act on this issue. S. 1025/H.R. 2491 -- drafted specifically to address the issue of foresight capability in addition to the nation's need for a population policy -- is only one

example. Rep. Nicholas Mavroules was inspired to introduce H.R. Res. 248, explicitly urging the executive branch to "Take immediate action to systematically coordinate and improve its projections of world population, resource, and environmental trends, and their analysis." Reps. Al Gore and Newt Gingrich devoted hours of their own time and weeks of their staffs to writing H.R. 3070, the Critical Trends Assessment Act.

The Congressional Research Service conducted a two-day workshop of business leaders on the foresight issue, and the House Foreign Affairs Committee and Senate Foreign Relations Committee also pursued it in hearings, as did the Energy and Commerce Committee, and, of course, this subcommittee with its hearings, under the chairmanship of Rep. Robert Garcia, in 1982. And the Office of Technology Assessment, of which I am former director, issued a report reviewing global modeling, particularly by the Defense Department.

The Congress has not been the only arena in which new interest in foresight capability has surfaced. It has been on the agenda of numerous conferences, including meetings of the American Association for the Advancement of Science, the World Future Society, the National Academy of Public Administration, the World Resources Institute, the Issues Management Society, and the Global Tomorrow Coalition's 1983 National Conference. And there is today in Washington a Global Foresight Roundtable which brings together on a regular basis professionals in the public and private sectors to talk about topics related to foresight capability.

Since Global 2000's release we have seen a number of new publications and reports dealing with foresight capability, including Lindsey Grant's essay "Thinking Ahead," Lester Brown's new series of State of the World reports, the World Wildlife Fund - USA's report on "Corporate Use of Information Regarding Natural Resources and Environmental Quality," and the new report of the Project on Industrial

Policy and the Environment, sponsored by several environmental organizations including National Audubon. In the future, we can look to the World Resources Report, a new project of the World Resources Institute and the International Institute on Environment and Development, that will document the data on key global resource trends and feature analyses of significant issues.

I say all this to show that there is considerable interest in the subject of foresight capability that should be organized in behalf of legislation such as S. 1025/H.R. 2491. In my Christian Science Monitor op ed piece two years ago, I concluded by urging committee action on the Global Resources, Environment and Population Act -- with the goal of "enactment of foresight legislation...signaling to both the administration and the nation that we cannot afford even in an election year to lose sight of global population, resource, and environment trends and their impacts on social and economic factors." I stand by that recommendation of Congressional action and debate as much today as I did two years ago. But I also know, as one who has held elected office and served as a government agency administrator, the tremendous odds against the enactment of this or any other bill at this late stage in a presidential election year.

For that reason, I urge the Census and Population Subcommittee to consider strengthening H.R. 2491. I recommend that the subcommittee closely examine the bill's proposal for an interagency council with an eye to strengthening it structurally. From my own experience, I know the tremendous difficulty that any interagency group faces in undertaking significant, ongoing work, including the preparation of reports, without an executive staff and a line item budget. My own preference would be to have the staff work performed by a strengthened Council on Environmental Quality with a mandate from Congress and oversight by relevant committees of Congress to see that the activity is performed. Or the necessary data gathering and analysis could be performed if a special unit were created in the Executive Office of the

President, devoting itself exclusively to trend analysis and foresight capability, as proposed by Representatives Newt Gingrich and Al Gore in their Critical Trends Assessment Act. However, the Interagency Council on Global Resources, the Environment and Population, which would be created by your bill, is a proposal that can work if given adequate staffing and regular oversight by Congress.

I also believe that the Subcommittee should consider including among the responsibilities of the proposed Council the preparation and publication of a special biennial report to both the President and the Congress which would detail ongoing work the many and various federal agencies are doing in the fields of population growth, resources availability, and environmental quality. And the Committee should recommend ways in which coordination among the agencies in this area could be improved.

I would also like to recommend another step this Committee could take this summer that would add to the foundation of information needed for the significant legislative debate I hope will occur on this topic in the 99th Congress. By that I specifically mean that I recommend the subcommittee request a major study by the General Accounting Office on the federal government's foresight capability with respect to global population, resource, and environmental trends. It should be requested for completion in 1984 and it should address the following questions:

1) What federal agencies collect and use data on global population, resource, and environmental trends? What are the data? What is their currency? How statistically sound are they?

2) What federal agencies use these and other global trend data to develop long-term projections of global population, resource, and environmental trends? What are the computer models used in making these projections and what are the assumptions upon which these models are built? In particular, in what ways do the assumptions of any of the models for the projection of trends conflict with or contradict one another?

3) What is the federal investment in these data and in these projections? What are their annual budgets? How have these budgets changed during the last 10 years, and how does the administration plan for them to change in the next three years?

4) What formal mechanism for coordination of the use of these data and the development as well as use of these projections exist among federal agencies today? How do they operate? What, if any, accomplishments have resulted from their operation?

5) How, if at all, are these data, models, and projections made available to the private sector? And what, if any, access do the agencies using these information tools have to the data, models, and projections developed by institutions in the private sector?

6) What steps could the executive branch take to improve access to these data, models, and projections among agencies of the federal government, as well as between the federal government and state and local governments plus the private sector?

7) How are these global trend data and projections brought to the attention of senior decision makers in government as an adjunct to the policy-making process?

These questions by no means exhaust the information Congress needs to reach definitive conclusions about a specific model for foresight capability -- whether it be the Hatfield/Ottlinger bill, the Gore/Gingrich bill, or other proposals. But the GAO's answers will begin to fill in the serious gaps in our understanding of the resources that already are available for more effective and efficient exploitation by the federal government as well as the resources which need to be added, whether they be improved funding, clearer lines of communication and access, or direct coordination to ensure that the agencies' global projections are as sound as current technology and human capability can produce and are available to the decision-makers whose policies can most benefit from them.

I, believe that foresight capability is an issue who's time has come, and that now is the time to make the move, from words to action. If something is not done soon to institutionalize a process for, gathering trend information on population growth and development, resource availability, and environmental quality -- and their interactions -- and relating the findings to decision making at all levels of government, this issue may become one who's time has passed because it will be too late to prevent the harmful national and global consequences -- perhaps calamities -- which could ensue.

Thank you for this opportunity to testify today. I would be happy to answer any questions you might have.

POSITION STATEMENT
OF THE
GLOBAL TOMORROW COALITION

The Need To Improve National Foresight

Current trends of rapid population growth, wasteful resource consumption, and abuse of the environment endanger the global base for all human activity. The United States is poorly equipped to identify and project the interactions of these trends over time, and is therefore unprepared to choose rationally among long-range policies to achieve a more desirable future.

We believe this situation constitutes nothing less than a threat to U.S. national security and to the future well-being of the American people. Our national foresight capability must be improved by efforts in both the public and private sectors. As first steps in this direction, we recommend the following actions:

(1) establish in the executive Office of the President an improved capacity to coordinate and analyze data collected by federal agencies and other pertinent sources on the long-term interactions of trends in population, resources, and environment--and their relationship to social and economic development--and to provide information relevant to current policy decisions responsive to the needs of the national and global future;

(2) encourage and facilitate widespread public participation in the discussion of choices for a desirable national future; and

(3) invite other nations to expand their own foresight capability and share in an international exchange of relevant data and information.

OPINION AND COMMENTARY

Seeing tomorrow's world today

By Russell W. Peterson

In this day and age, it is inexcusable that the US federal government does not have an organized and coordinated "foresight capability" to aid policymakers in understanding the global population, resource, and environmental trends that shape the world in which we exist.

The United States and its leaders are beset by crises which cannot be understood, much less resolved, without an appreciation of their causes beyond our borders and their consequences beyond the next decade or even the next election. Yet, if anything, since the "Global 2000 Report to the President" two years ago first documented the federal government's lack of foresight capability, the situation has deteriorated.

In its simplest terms, foresight capability is a matter of sound data, coordinated projections of global trends, analysis of their interactions, and informed policymaking. Based on the work of the 13 federal agencies and departments which went into the preparation of "Global 2000," the Council on Environmental Quality (CEQ) and the State Department concluded that "the executive agencies of the US government are not now capable of presenting the President with internally consistent projections of world trends . . . for the next two decades."

Just what does this mean for US policymaking? Misinformation and misperception

nical coordination so basic to providing useful foresight capability. I know of no instance in which the President personally has used his office to call attention to this problem.

Such setbacks are totally out of sync with growing public interest, both at home and abroad. Since the publication of "Global 2000," countries such as Japan, Canada and Mexico have begun their own Global 2000 inquiries. In the US, 56 separate organizations, including the National Audubon Society, the League of Women Voters, the Overseas Development Council, and the Planned Parenthood Federation of America, have joined together in the new Global Tomorrow Coalition to call attention precisely to the need for understanding global interdependence. Their initial action supported unanimously has been to call out for the creation in the Executive Office of the President of "an improved capacity to coordinate and analyze data collected by federal agencies and other pertinent sources on the long-term interactions of trends in population, resources, and environment — and their relationship to social and economic development."

Clearly, this is not a question of government "planning for the world." It is the question of whether the right hand of the government knows what the left is doing. That requires central coordination and communication, backed up by commitments to improve agency resources and educate officials on a regular basis. Congress has begun to explore the issue of foresight capability — reports on government computer projections are being prepared; House hearings have examined the problem conceptually; and three bills touch upon it legislatively.

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For example, the health of the economy, at home and abroad, is currently the most politically pressing problem in the US. Yet at a time when our economic interdependence with other countries is greater than ever (the third world alone accounts for more than 25 percent of our overseas investment, more than 35 percent of our exports, and more than 45 percent of our imports), "Global 2000" found that the government's measure of worldwide economic health - GNP - is based on questionable assumptions. Among other things, federally used projections assumed major expansion in agricultural production as a result of stepped up fertilizer use. But they didn't consider possible changes in climate or explicit environmental impacts. They did assume unlimited water availability at constant real prices and no deterioration of the land resulting from urbanization.

I believe the government's lack of foresight capability exists at three levels - data analysis, projections coordination, and political commitment. And I am convinced that at every level we are witnessing serious setbacks. The quality of government data, particularly the already limited global data, is being undercut dramatically by budget reductions in federal resource agencies.

Efforts to ensure consistency of assumptions and data, which go into projections for different sectors, are almost impossible without clear coordination. The only existing mechanism for coordination, the Office of Management and Budget's Statistical Policy Branch, has been eliminated. Political commitment to calling attention to issues that look across jurisdictions and beyond elections is vital. But despite its theoretical potential, the administration's "Interagency Global Issues Working Group" chaired by CEQ has thus far failed to respond substantively to even the problems of tech-

In the Senate, S. 1771 includes among its requirements an interagency Council on Global Resources, Environment, and Population, to be chaired by CEQ and funded by the member departments. It would coordinate agencies' biennial production of long-term projections of global population, resource, and environment trends; encourage their analysis, particularly in light of current policy; and report regularly to Congress on these efforts. The fact that this bill is authored by Sen. Mark Hatfield and cosponsored by such senators as Charles Mathias, Slade Gorton, Alan Cranston, and Bill Bradley is proof of serious congressional concern about foresight capability.

The time for action is now. S. 1771 is pending before the Governmental Affairs Committee, chaired by Sen. William Roth whose experience with the problems and relations of federal, state and local governments should be helpful in focusing on the problems that permeate and plague the global community. The Governmental Affairs Committee should undertake during the summer the kind of critical debate this issue and this bill warrant.

Its goal should be Senate enactment of legislation on foresight capability in 1982, signaling to both the administration and the nation that we cannot afford even in an election year to lose sight of global population, resource, and environment trends and their impacts on social and economic factors.

Russell W. Peterson, chairman of the President's Council on Environmental Quality during the Nixon and Ford administrations, is president of the National Audubon society and chairs the board of directors of the Global Tomorrow Coalition.

Ms. HALL. I would like to take this opportunity to thank Dr. Cutler, Ms. Cohen and Mr. Torres, all of our panelists who have come today. I wish I could ask questions. I do have a lot of questions to ask, but unfortunately, I have another meeting at 12 o'clock. I will have to adjourn this hearing shortly so that I can get there approximately 15 minutes late.

I do believe that this is a very interesting topic, and it is the intention of the Chair to even get more testimony in the future. We would like to invite you back at a later time. We want to thank you for such excellent presentations. Each panelist has come well informed, well prepared and with a very good presentation. We do appreciate that so much.

We would like to take this opportunity to thank those persons in the audience who have come to be with us. Thanks for your patience in staying with us even when we have to adjourn temporarily for the recess. The hearing is adjourned.

[Whereupon at 12 noon the hearing was adjourned.]

[The following statements were received for the record:]



NATIONAL WILDLIFE FEDERATION

1412 Sixteenth Street, N.W., Washington, D.C. 20036

202-797-6800

STATEMENT IN SUPPORT OF H.R. 2491

ON BEHALF OF THE NATIONAL WILDLIFE FEDERATION

BEFORE THE HOUSE SUBCOMMITTEE ON CENSUS AND POPULATION OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE

August 13, 1984

The National Wildlife Federation, with more than 4 million members and supporters, is the nation's largest conservation organization, dedicated to the wise use, conservation, and restoration of natural resources. The Federation is concerned with the interconnections among economic development, population growth, and natural resources, over the long term, and is therefore pleased to submit this statement in support of legislation to improve the "foresight capability" of the United States.

In March of 1982, the Federation's Executive Vice President, Dr. Jay D. Hair, testified on behalf of the National Wildlife Federation, in support of the principles of H.R. 907, a predecessor of H.R. 2491. Then, as now, the Federation has some reservations about the particular form of this proposed legislation, but favors continued high-priority attention to the topic, looking toward passage of an improved version of this bill in the next Congress.

The bill contains sound ideas. Establishment of both improved foresight capability and domestic population policy are important objectives for this nation. It is only reasonable for the United States to develop a population policy for ourselves, since we advocate the adoption of such policies by other countries.

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Such a policy would envision specific measures and programs at all levels of government to achieve and sustain a stable level of population, consistent with sound management of natural resources and the enhancement of environmental quality.

Similarly, we strongly support the goal of H.R. 2491 to improve the nation's forecasting capability, with respect to trends in the quality and availability of natural resources. "Foresight capability," as we envision it, refers to the ability of the Federal Government to assemble sound data on global population, resource, and economic trends; to make future projections of these trends; and to enable each of the different agencies involved in this work to take account of the assumptions used by the others in making their projections. Such an improved and reliable data base would allow for productive analysis of these projections and the use of this analysis in policy-making.

However, it may be more appropriate for domestic population policy to be created and administered by a body separate from that responsible for trends analysis. Trends analysis will be successful only if it can harness the data gathering and analysis skills of many agencies and provide accurate data to decision-makers. The establishment of a sound domestic population policy should be based upon the information and analysis provided by improved foresight capability, but setting policy is an intensely political process. Combining these two very different, although complementary, functions in one inter-agency council would surely compromise the effectiveness of each.

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The Federation's perspective on natural resource use and conservation has always been long-range, rather than short-term. Moreover, we look at economic development in long-range terms as well. The Federation advocates methods of development that are ecologically sustainable, and that do not deplete crucial natural resources for temporary benefit. The entire concept of sustainable development rests upon the premise that true economic gains must endure through generations and that such growth can occur only by working with, not against, available natural resources. Good information on the natural resources implications of current activities and policies is essential for promoting a policy of sustainable development.

A major conclusion of the Global 2000 Report was that adequate data on demographic and other trends should be, but were not, currently available to U.S. decision-makers. The ability to carry out long-range policy planning, which takes into account population growth, resource depletion, environmental degradation, economic trends, and the synergistic relationships among all of these, will never be realized unless effort and funds are devoted to establishment of a system of foresight capability.

National Wildlife Federation supports H.R. 2491 in the efforts it makes to achieve this goal.

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Statement

by

William G. Leshner

Assistant Secretary of Agriculture for Economics

Before

House Committee on Post Office and Civil Service

Subcommittee on Census and Population

Ms. Chairwoman and members of the Subcommittee, I am pleased to discuss the information programs of the Department of Agriculture as they relate to the proposed legislation to establish in the Federal Government a global foresight capability with respect to natural resources, the environment and population. The Department, through the research and analytical components of its various agencies, develops a vast quantity of information on human and natural resources in rural America. This information is widely available to the public, businesses, local and State governments, and other Federal agencies. The Department publishes a broad range of situation and outlook reports and research monographs, all of which are available through the U.S. Government Printing Office, or the National Technical Information Service. In addition, USDA employees responsible for developing information on natural resources, the environment, and population are available to respond to requests for information.

The Department develops information in two ways--primary data collection and analysis, and secondary analysis of data collected by others. The primary data

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collected by the Department itself is made available to the public after the Department completes its analyses, and after adequate precautions are taken to protect the confidentiality of survey respondents. All Departmental data collection activities are first approved by the Office of Management and Budget, and all subscription publications and publication series also have OMB approval.

I will discuss the Department's information programs as germane to the proposed legislation in two parts--natural resources and the environment, and human and community resources. However, these two subject areas do not exhaust the topics on which USDA develops public information. In particular, we have extensive research and analytical programs focusing on the U.S. food and fiber system--its many facets from inputs to final consumers--and on international agriculture. I will briefly describe the Department's commercial and international agriculture data later in my statement, but the bulk of my attention will be on natural and human resources information.

NATURAL RESOURCES AND THE ENVIRONMENT

Because food and fiber production is so dependent on land, water, weather and other environmental resources, the Department of Agriculture carries out extensive programs to (a) inventory land and water resources, (b) monitor resource use, development and conservation, (c) analyze environmental impacts on and from agriculture, and (d) project the resources required to meet future national and global food and fiber needs. Much of this analysis is based on data collected by the Department itself, although some is secondary analysis of data collected by others.

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Natural Resource Information Collected by USDA

The Department conducts several resource inventories including:

Natural Resource Inventory: This survey conducted by the Soil Conservation Service (SCS) was carried out in 1982 and is scheduled again for 1987. It is a comprehensive survey of all non-Federal lands in the U.S. It provides detailed information on land use, soil erosion, conservation needs, prime agricultural lands, and potential future cropland sources.

Major Land Uses: This periodic inventory is conducted every 5 years (most recently in 1982) by the Economic Research Service (ERS). It is the only comprehensive land use inventory maintained by the Federal Government. It includes all Federal, State and privately owned land and water bodies in the 50 States. The ERS also maintains an annual data series on Cropland Availability and Use that provides detailed information on year to year shifts in cropland.

Forest Surveys: The Forest Service (FS) inventories the Nation's forest resources through periodic regional surveys. These surveys provide current information on the acreage, ownership, and condition of all U.S. forestland--public, private, commercial, noncommercial, wilderness, and forest reserves. These surveys provide a basis for projecting long-term supplies of forest products.

Resource Economic Survey: In 1978, the Economic Research Service conducted the first nationwide land ownership survey since 1947. That survey was tied to the

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1977 National Resource Inventory and provided a wealth of information on relationships between land ownership and use. The survey was conducted again in 1983, this time focusing on soil conservation investments and tillage practices. Future Resource Economic Surveys will include modules on agricultural water use, irrigation development, cropland conversion, and more detailed information on land ownership.

High Altitude Aerial Photography: This program is being implemented by the Agricultural Stabilization and Conservation Service (ASCS). It will provide consistent, systematic, high resolution photographic coverage of the U.S. It will supplement information available from satellite reconnaissance imagery and will provide comprehensive information for mapping, resource inventorying, agricultural monitoring, and pollution detection.

Conservation Reporting and Evaluation System: This program, begun in 1982, is jointly conducted by ASCS and SCS. It monitors the level of cost-sharing and technical assistance for soil and water conservation, animal waste management, wood production, forage production, salinity-pesticide-fertilizer control, and drainage improvements provided by ASCS and SCS. It provides a systematic measure of benefits derived and costs incurred in the Nation's natural resource base for agricultural production.

Natural Resource Information Used by USDA but Collected by Other Agencies

The USDA makes extensive use of natural resource data collected by other Federal agencies. Some of these data and their sources are listed below:

Data Items

Source

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a. land and water use irrigation districts land tenure	Department of Commerce, Bureau of Census (Agriculture)
b. urban boundaries population growth--land use relationships	Department of Commerce, Bureau of Census (Population)
c. land cover water supplies, uses, quality, sources	U.S. Geological Survey &
d. range conditions affecting livestock forage supply	Department of Interior, Bureau of Land Management
e. Federal irrigation development water supply	Department of Interior, Bureau of Reclamation
f. land requirements for rural roads and airports	Department of Transportation
g. short and long-run weather trends rainfall, snowmelt and moisture prospects	Department of Commerce, National Oceanographic and Atmospheric Administration
h. satellite imagery of land use and crop and range conditions	National Aeronautics and Space Administration

Use of Natural Resource Data in Future Planning

The Natural Resource data catalogued above are used in departmental (and interdepartmental) planning and decision making. Some examples are:

In carrying out periodic assessments of the country's agricultural and forestry resources mandated by Congress through the Soil and Water Resource Conservation Act of 1977 (RCA) and the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA), the SCS and FS make resource projections 20 to 50 years into the future. These projections also take into account domestic and global population projections, international food and fiber requirements, world trade prospects, macroeconomic indicators, and assumptions about the future course of

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technological development in agricultural production. The Department is developing an Erosion Productivity Impact Calculator (EPIC) for use in conjunction with the next mandated appraisal. EPIC simulates the interaction of the soil-climate-plant-management processes in agricultural production.

EPIC operates with a 50 year projection horizon and provides information on the long-term economic and physical consequences of soil erosion as it effects soil productivity and the Nation's agricultural production capacity.

As an extension of EPIC, the Department and U.S. Agency for International Development are developing an international model (ALMANAC) to simulate the effects of weather, soil characteristics, crop species, and crop management decisions upon crop growth and changes in soil productivity over long periods of time. ALMANAC will be used for research and decision making in agricultural production throughout the world. It will help in determining optimal local agriculture management strategies.

In addition, the Economic Research Service has an ongoing research program in natural resource economics which is tied closely to Departmental decision making. ERS uses the resource data described above to determine the sources and estimated costs of developing future cropland, the rural land requirements of a growing population, the efficiency of new irrigation techniques in mitigating water competition between farm and nonfarm uses, and the long-term economic impacts of soil erosion on agricultural production capacity. New technologies and improved efficiency of manufactured inputs which substitute for natural resources are also being examined. Potential impacts of biotechnical innovations on agricultural production capacity are being studied.

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HUMAN AND COMMUNITY RESOURCES

The Department of Agriculture, through the Rural Development Act of 1972 and the Rural Policy Act of 1980, has a broad responsibility for improving the material well being of rural citizens and maintaining the viability of rural communities. The Department conducts a far-ranging program of research on economic, demographic and social development of rural areas in the United States. This area of inquiry includes, but is not limited to: the determinants and consequences of rural population change; the changing size and nature of the farm population; family economics; the level and distribution of rural income and poverty; rural employment/unemployment trends and conditions (including hired farm labor); the industrial composition of the rural economy; the structure of rural credit markets for businesses, households and governments; the stock and condition of rural housing and public infrastructure; and the structure and capacity (fiscal and managerial) of rural governments. Most analysis is conducted by ERS, although the Agricultural Research Service (ARS) conducts some research on family economics.

Human and Community Resource Information Collected by USDA

Most Departmental research on human and community resources uses data collected by other Federal agencies or by private survey organizations. However, the Department does support two periodic supplements to the Current Population Survey (CPS), and occasionally the Department itself conducts surveys for special studies when no publicly available data exist on a particular subject. Data on the farm population and on the hired farm working force are collected through periodic supplements to the Current Population Survey. Both

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supplements focus on the size, growth (or decline), sociodemographic characteristics, and occupational status of the respective populations.

Growth Studies and Family Farm Surveys: The Department's special surveys focus on important rural issues for which no public data exist or for which they are inadequate to address important public policy questions. Recently, the Economic Research Service has conducted a series of surveys in rapidly growing rural areas to examine the distribution of benefits from renewed growth. A primary focus of these studies was the distribution of new jobs (and the differential quality of these jobs) among new rural immigrants and longer term rural residents. Another series of surveys was recently conducted by ERS to study the material well being of family farm households. Off-farm work by farm family members was of particular interest in these studies. The surveys examined the full package of income sources earned by all household members to determine their contribution to total family income, and their importance in maintaining the family in farming.

National Rural Community Facilities Assessment Study: In response to public concern over the condition of the Nation's service providing infrastructure, the Farmers Home Administration (FmHA) commissioned a national assessment of rural community facilities (NRCFS). This survey of a nationally representative sample of over 500 rural communities provides detailed information on the stock and condition of several essential facilities including water and sewer, police protection, and roads and bridges. For the first time these data permit a quantitative assessment of the availability of infrastructure in rural areas.

Human and Community Resource Information Used by USDA but Collected by Other Agencies

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Most of the Department's research on human and community resources is conducted with data collected by others. The Department uses a vast array of data collected by other Federal agencies, especially the Census Bureau, the Bureau of Economic Analysis, the National Center for Health Statistics, and financial data from the Federal Reserve Bank. Proprietary data from Dunn and Bradstreet, the National Opinion Research Center, and other private organizations are also used. The Department maintains a large library of cross sectional data sets on various sociodemographic and economic issues. Most of these data sets are publicly available, although occasionally we enter into restricted use agreements with the data collection agency to gain access to data for particular geographic areas of concern to rural policy. All possible precautions to protect the confidentiality of survey respondents are taken in these instances.

Use of Human and Community Resource Data in Future Planning

The sociodemographic and economic research conducted by USDA provides substantive support for rural development related policies and decisions by USDA and other Federal agencies. Beyond this general purpose, USDA's rural development research program has three more specific purposes: (a) to support USDA programs of nonfarm, rural assistance--loans, grants and guarantees to individuals, firms and local government, (b) to support the development of USDA rural development strategies and goals as required by the Rural Policy Act of 1980; and (c) to provide national leadership in rural development research. The Economic Research Service is a particularly important information resource for USDA's Office of Rural Development Policy (ORDP) and for the Farmers Home Administration (FmHA). ORDP uses research studies to provide a firm

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substantive basis for the Department's Rural Strategy and FmHA uses the information to design, implement, and target housing, community facility, and business and industrial programs. Outside of USDA, this research is influential throughout the Federal establishment and at the State and local level in describing the condition and change of rural areas in an advanced industrial America.

U.S. FOOD AND FIBER SYSTEM

The U.S. food and fiber system supplies products to the domestic and international markets. Raw agricultural commodities are produced using supplies and inputs such as land, labor, machinery, and chemicals. The marketing system, through processing, marketing, transportation, wholesaling, and retailing, then transforms commodities into food and fiber products for the American and foreign customer. The health and competitiveness of the commercial agricultural sector is sensitive to changes in quality and availability of natural resources and to changes in the size and demographic composition of the U.S. global populations. USDA conducts a comprehensive program of agricultural economic research and monitors the situation and outlook of all facets of the agricultural sector.

Information is developed on the U.S. food and agricultural system in a world context, including general economic conditions, public policies, weather, input and service availability and costs, production and marketing requirements and costs, domestic food prices, and political and institutional developments affecting the agricultural sector.

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U.S. Food and Fiber Information Collected by USDA

Farm Costs and Business Survey: During the last year ERS and SRS have been working to merge their two annual surveys of the farm sector, the Farm Production Expenditure Survey and the Cost of Production Survey, into a single integrated data base. It is anticipated that a completely integrated whole farm and commodity specific survey can be obtained annually for 30,000 farm operators. The survey would be probability based and large enough to allow analysis of farm expenditures and receipts by size and type of farm and by region. Data would be collected on general farm characteristics; farm production expenses; land uses; crop acreage and yields; livestock inventory; and farm organization characteristics. In addition, special modules are anticipated to obtain detailed information on particular types of farm structural characteristics and operating or technical practices.

U.S. Food and Fiber Information Used by USDA but Collected by Other Agencies

In addition to primary data collected by the Department, USDA relies on a number of other agencies for information essential to its analysis and monitoring of events in the food and fiber system. For example, the Department's continuing situation and outlook effort is based on price data from the Bureau of Labor Statistics, import information from Customs and the Census Bureau, data on duties and fees paid from the Department of Treasury, and other information from throughout the government. Additional sources include trade journals and reports and university research. Industry sources also furnish information on supplies, demand, and prices in particular markets for selected commodities, as well as quantities of inputs used and availability of capital.

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Estimation and analysis of economic indicators of the farm sector similarly involves data drawn from many sources. These include off-farm income from the Department of Commerce, irrigation and grazing fees from the Department of Interior, and Social Security taxes paid by the farm sector from the Social Security Administration. Additional information is obtained from private organizations such as the Crop-Hail Insurance Actuarial Association and the Fertilizer and Limestone Institutes.

Use of Food and Fiber Data in Future Planning

Within USDA, this information is used to provide timely, accurate situation and outlook data, including national estimates and forecasts of input and commodity prices and quantities. In addition, economic indicators are developed to monitor the performance and efficiency of food systems. The information also forms the basis for the Department's extensive program of short and longer term research on agricultural policy issues. The information is used to prepare analyses in support of food and agricultural policy development, and the administration of legislated agricultural policy and programs. The effects of various food and agricultural policies and proposals on production, consumption, trade, and prices of food and agricultural products are identified and evaluated.

INTERNATIONAL AGRICULTURE

USDA develops information on the current and future global supply and demand for agricultural commodities. The Department uses these estimates to forecast both the demand for U.S. agricultural exports and the availability of

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agricultural imports. The level and character of the foreign supply and demand for agricultural commodities is importantly influenced by the size, composition and socioeconomic status of the world's population and by the nature, quality and geographic distribution of the world's natural resource endowments. USDA conducts the world's largest analytical program on the production, utilization, and trade of foreign agricultural commodities through the activities of its Foreign Agricultural Service (FAS) and Economic Research Service, supplemented by assistance from the Department of State and the Agency for International Development. The Foreign Agricultural Organization (FAO) conducts a similar program, and USDA and FAO carry on an active exchange of data on analysis. In addition to its own projection of future global agricultural developments, USDA reviews various projections prepared by FAO, the World Bank, the International Food Policy Research Institute, and various private organizations such as Resources for the Future.

International Information Collected by USDA

USDA's primary data collection describing foreign resources, environment, and population is limited to its collaboration with NASA and other Federal Government agencies in using satellite remote sensing to develop global inventories of natural resources.

International Information Used by USDA but Collected by Other Agencies

USDA is heavily engaged in assessing, compiling, and organizing raw data collected by foreign national governments, international organizations, and private research institutions as part of a program to determine the current and

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prospective foreign supply of and demand for agricultural products.

Natural Resources and the Environment: The United Nations Food and Agricultural Organization (FAO) identifies, surveys, and assesses land and water resources for agricultural development planning at the country level, based on analyses of land use potentials by agro-ecological zones, in relation to their potential for agricultural production and population support. These activities draw upon both national data and remote sensing information. Foreign energy and mineral resources relevant to agricultural activities are surveyed by various U.S. government agencies, United Nations agencies, and the World Bank. The TVA International Fertilizer Center and FAO have programs to survey and assess the potential supply and demand for fertilizers. USDA obtains information on foreign environmental developments from U.S. governmental sources such as the Environmental Protection Agency and the National Oceanographic and Atmospheric Administration, and from the United Nations Environmental Program (UNEP). FAO has cooperated with UNEP in the UN's System-Wide Medium Term Environment Program in preparing reports on the state of natural resources and the human environment in Latin America and the Caribbean, Africa, Asia and the Pacific.

World Population: USDA relies primarily upon the U.S. Bureau of the Census for estimates and projections of world population to the year 2000. USDA evaluates such estimates and projections in comparison with those prepared by the UN, and the World Bank.

How International Information is Used in Future Planning

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USDA incorporates the information described above with similar information on the U.S. agricultural economy to prepare integrated assessments of the current and projected future global supply and demand for agricultural commodities. Current assessments and short-term forecasts of foreign agricultural supply and demand conditions are prepared on a frequent, often monthly basis. Longer term projections are prepared from time to time, such as those prepared using the ERS Grain-Oilseed Livestock Model and published in The Global 2000 Report to the President. All of this information is made available to officials throughout the U.S. Government responsible for the planning and implementation of government policies related to agriculture, resources, and the environment.

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SUBMITTED FOR THE RECORD OF THE HEARING ON H.R. 2491

July 24, 1984

The Honorable Katie Hall
Subcommittee on Census and Population
Post Office and Civil Service Committee
House of Representatives
Washington, D.C. 20515

Dear Rep. Hall:

The Sierra Club would like to add its voice to those encouraging the Subcommittee on Census and Population to discuss and report out H.R. 2491, the population policy bill.

The Sierra Club has long believed that a rapid end to population growth is essential for environmental protection, both here and in other countries. The bill puts the United States on record as being concerned about domestic population increase; this is a step many other countries have taken and that we have encouraged them to take, but yet have ignored ourselves.

We support adoption of an official, governmental statement in support of population stabilization because that is a logical way to tie together with a coherent goal the many federal programs which affect population growth. A population goal would not necessarily be the dominant component in consideration of such issues as family planning services or immigration, but it would be an additional rationale for considering the population impact of federal programs in these areas.

Enclosed is a new Sierra Club brochure that describes the relationship between population increase and specific American environmental problems. In each case, whether pollution control, energy policy, or public lands protection, an end to population growth is essential. For without that, any environmental protection program will be eventually overwhelmed by sheer numbers of people.

Sincerely,

Judith Kunofsky
Judith Kunofsky
Director, Population Program

Enclosure: "Population Stabilization and the Sierra Club's Priorities"

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1346 Connecticut Ave., NW Washington, DC 20036 (202) 785-0100

26 July 1984

TESTIMONY OF RHEA L. COHEN, DIRECTOR OF GOVERNMENT RELATIONS

Before the Subcommittee on Census and Population
Of the Committee on Post Office and Civil Service
Of the United States House of Representatives

On H. R. 2491

THE GLOBAL RESOURCES, ENVIRONMENT AND POPULATION ACT OF 1983

Madame Chairman and Members of the Subcommittee:

Thank you for this opportunity to testify today on the Global Resources, Environment and Population Act. Zero Population Growth is a national non-profit membership organization which was founded sixteen years ago. Our objective is to educate people and governments about the need to reach voluntary population stabilization in the United States and worldwide, as a requisite for all human beings to attain a decent quality of life. (Stabilization is the attainment of a balance in which births plus immigration equal deaths plus emigration.) The legislation we are discussing this morning has special significance, since the second International Conference on Population is about to begin and the U. S. has not yet adopted a population policy. In 1974, we were among the 136 nations that agreed to the World Plan of Action which recommended that all governments adopt population policies.

The Global Resources, Environment and Population Act was introduced by Congressman Richard C. Ottinger. We commend him for working together with ZPG to create the original draft of this population policy legislation, to introduce it for the first time in 1979, to help refine and redraft it subsequently and to give it his continuous sponsorship and support to this day. A ten-year member of the U. S. House of Representatives, Congressman Ottinger has earned an exemplary record of concern on humanitarian and environmental matters. Having announced his plans to retire from national office at the end of this year, he will be greatly missed. However, ZPG intends to continue the practice which we established with Congressman Ottinger, to request and welcome recommendations to strengthen and otherwise improve this landmark legislation.

H. R. 2491 would authorize the U. S. to determine the level of population that can be sustained at a high standard of living consistent with conservation of natural resources and protection of the environment, without causing major societal or economic dislocations in this country. In other words, the federal government would evaluate our nation's carrying capacity. It would take into

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consideration the domestic and international expectations that must be met by U. S. resources and programs, and it would propose legislation to set humane population programs and goals within which those expectations could be realized. Also under this legislation, the executive branch is to promote voluntary family planning and voluntary stabilization of the U. S. population, and is also to encourage other nations to adopt similar policies.

An essential tool in this process would be foresight capability, a comprehensive program established by this legislation for the purpose of collecting global and national resource and population data and preparing projections of trends to guide decision-making and planning at the various levels of government in the U. S. The demographic effects and impacts on state and local delivery of public services, resulting from federal regulation and national decision-making, also to be analyzed. Demographic changes, immigration, and internal mass migration would be among the many aspects to be covered in these analyses. H. R. 2491 would give us, as a thriving nation and a world power, earlier understanding of the forces that could enhance our well-being and quicker reaction time to adjust negative trends before they become grim reality.

As the bill is now written, an interagency council would be empowered to coordinate data collection by federal agencies, analyze U. S. and global trends, and report annually. The council would be headed by the chairman of the President's Council on Environmental Quality (CEQ). It would review its findings periodically and make recommendations of levels at which to reach voluntary population stabilization, presumably with estimates of personal and social lifestyle effects and options that each numerical level might imply. Ultimately, the public debate following upon the council's recommendations will be a healthy addition to the decision-making process for adopting specific population policy.

One result of today's hearing should be to consider the advantages and disadvantages of authorizing an existing agency, such as the CEQ, to carry out the provisions of this new measure. Alternatively, policy analyst Ned Dearborn advances the suggestion (in a speech for the June 1984 World Future Society conference) that the functions of analysis coordination and policy coordination proposed in H. R. 2491 might better be assigned to two different federal bodies. This could help insulate data collection and trends projection from political influence. Dearborn also argues persuasively that this legislation should provide (1) a formal mechanism for obtaining broad-based advice from outside the federal government, and (2) sufficient funding both to implement the required programs, and to conduct basic research into data relationships and the sociology and anthropology of effective futures research.

The provisions of H. R. 2491 as written are fairly consistent with the findings and recommendations made in 1978 by the Congressional Select Committee on Population, chaired by Congressman James H. Scheuer. In the six years since then, studies by other authorities have borne out the observations of the Select Committee, while the population of the United States has increased by some fourteen million people, to a total of about 236.6 million.

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Attached to today's testimony is our latest summary of the facts about U. S. population growth and change. A cogent and still-current summary of emerging U. S. demographic patterns is presented in the Select Committee's Report, World Population: Myths and Realities (U. S. Government Printing Office, 1978, pp. 64-65):

Since its founding in 1776, the United States has evolved from a small, new nation of perhaps 4 million inhabitants to one of the world's largest countries with a population of almost 220 million. Currently the rate of U.S. population growth is relatively low, and fertility is the lowest ever at just under two children per woman. Natural increase (that is, births minus deaths) seems to be declining, but immigration will apparently more than compensate for the drop in fertility. Mortality is showing new signs of decline. Population growth continues in the United States; the population in the year 2000 will surely surpass 250 million, even ignoring the apparent large-scale illegal immigration which could bring it to perhaps 300 million.

More important to the Nation's well-being than mere size alone is the effect of changing fertility, mortality, and migration patterns on the composition and distribution of the U.S. population.

The "baby boom" may have ended in the early 1960s, but its effects will persist until the "baby boom" children are no longer with us. Almost every social or economic issue facing the Nation now and in the foreseeable future has a population dimension, and that dimension reflects, at least in part, the "baby boom" generation (as well as the more recent "baby bust" generation) passing from one stage of the lifecycle to the next. Consequently, we can expect continuing and profound reverberations in education, the labor force, housing, health, and the special problems of the elderly.

Our cities have begun to lose population, smaller cities are growing, and suburbs are expanding. There is increasing evidence of movements into the South and West and out of the Northeast and Midwest.

International migration—legal or illegal—will be a major factor in population growth in the immediate future. Changes in the national origin of immigrants will produce profound changes in the racial and ethnic makeup of the Nation. If fertility remains very low and immigration is maintained at its present level, first-generation newcomers and their offspring will represent an increasing proportion of the population.

As we enter the final two decades of the 20th century, and plan for the future, it is clear that population changes are an increasingly important factor to consider. The population growth rate, though low, must be reckoned with; changing age composition poses special problems; population redistribution means that some areas grow too fast while others become stagnant; and finally, international migration will result in major changes in the makeup of the population.

The United States is far from becoming demographically stationary. We are always changing and we will continue to change as long as people, as demographic actors, vary their fertility, mortality, and migration behavior. The challenge to the Congress and the executive branch is to anticipate such changes and encourage government at all levels to plan for them in such a way as to maximize the well-being of all of our people.

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After issuing the above-referenced study, the Select Committee published their Final Report (U.S.G.P.O., 1978) in which, on pages 43 through 57, they make 65 findings and 39 recommendations, and they indicate two major issues for future study. These pages are attached to our testimony as an exhibit. Quite a few of the Final Report's points are well to consider here:

SELECT COMMITTEE FINDINGS

4. Population size can change only through natural increase or decrease (when the number of births is larger or smaller than the number of deaths) or through an imbalance between in-migration and out-migration, or both. Recent declines in fertility have reduced the role of natural increase in determining our total population growth, and immigration--both legal and illegal--is becoming an increasingly important component of the growth of the U. S. population.

8. The 15-year postwar "baby boom" is of tremendous continuing importance because more people were born in this period than in the same time-span before and after it. As the large number of people born during the "baby boom" passes through each age group, the institutions that deal with population of each age will undergo the strain of rapid expansion followed by the often more painful task of retrenchment due to the arrival of the "baby bust."

10. Contrary to common belief, fertility decline, not mortality decline, is the principal ingredient in the aging process of a population. When fertility declines, the proportion of children in the population declines and hence the average age increases.

12. The number of children with working mothers is likely to increase in the future for two reasons. First, in the 1980s the number of women in their childbearing years will be at its peak as the "baby boom" comes of age; if each woman averages about 2 children, then the number of children under age 6 will increase by about 25 percent between now and 1990. Second, the labor force participation rates of women with preschool children and school age children are expected to continue to rise.

16. Data needed for proper educational planning are generally not available, particularly for local areas. Predicting future youth population is very difficult for small areas, such as a school system, because of the difficulty of predicting migration patterns, particularly for young adults with children.

22. The high crime rates of the late 1960s and the early 1970s can be partially explained by the large proportion of youth in the population, the result of the "baby boom." Young people are more likely than older persons to be arrested for crimes, and thus a young population pushes up the crime rate. With continuing low fertility, the population will age somewhat, so we can anticipate lower crime rates in the future if the crime rates of different age groups remain constant.

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24. The elderly population (65 years and over) is projected to grow to 34 million by 2010 and then to 52 million by 2030. The proportion of the elderly in the total population, which was 10.7 percent in 1976, will start to rise rapidly in 2010, as the "baby boom" generation begins to reach the age of 65. It will peak in the year 2030 at between 14 and 22 percent of the population, depending on future fertility behavior.

32. The Census Bureau's past projections consistently underestimated the growth of the elderly population, primarily because of unexpected decline in mortality rates. Life expectancy at age 65 has increased by more than a year in the last decade.

34. Public expenditures for an elderly person is said to be three times the public expenditures per youth. Much of the spending for youth is for education, financed largely by State and local taxes, while most of the public spending for the elderly is federally financed. Hence changing age composition leads to changes in the level of government providing necessary services.

37. The recent decline in fertility and changing migration patterns resulted in significant shifts in the size and structure of the regional and local populations within the United States. During the 1960s, when fertility was higher, a community could lose population through migration and still experience growth through natural increase. Today, natural increase is low, and migration is the primary determinant of the changes in local population size.

39. The movement to nonmetropolitan areas has had great impact on the Nation's major urban centers. By 1975, one in three metropolitan residents was living in an area of population decline.

46. Despite widespread belief to the contrary, the high proportion of welfare recipients in cities is not due to migration to those areas but is due to low out-migration of the welfare population from them.

48. Although the Federal Government has not had direct policies to influence the movement of population within the United States, it has affected migration indirectly through various programs. For example, the interstate highway system, subsidies for home ownership and new capital investment, and assistance to rural areas have all contributed to locational decisions of individuals and firms. Most of the effects of Federal programs on migration are unplanned and unintended consequences of decisions made for other reasons.

50. Areas with prolonged out-migration generally have an under-representation of young adults, declining per capita income, and decreasing employment. There is an erosion of the tax base, but not necessarily a commensurate contraction of demand for services, which increases the burden of taxation.

53. Rapid population growth means an increase in the demand for services, as well as higher unit costs for those services. For example, small growing communities which in the past relied on part-time police officers and volunteer

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firefighters may need to hire new full-time public service workers. New home construction requires expansion of drainage, sewer, water, and transportation systems. In addition, increased population growth can exert pressure on the environment and resources of growing areas.

57. The Federal Government has no capacity to plan systematically for population change; yet changes in the size, age composition, and geographical distribution of the population can, and often do, have profound effects on Federal policies, and Federal policies and programs often influence the direction of population change unintentionally.

58. The United States has no explicit policy outlining goals relating to the overall size, growth, and distribution of the population; and the benefits and disadvantages of those policies and programs that do affect the U. S. population are not assessed in terms of their impact on population.

62. There has been a dramatic increase in the need for demographic data on regional, State, and local areas, partly as a result of the expansion of State and local governments and partly as a result of the increase in the use of population as a factor in the allocation of Federal funds to State and local governments.

64. The deficient quality and timeliness of population estimates of State and local areas create problems when these estimates are used as the basis for allocating Federal funds. Areas experiencing rapid population growth or decline may not receive their fair share of Federal funds if the data are outdated.

65. Currently, there is also an absence of reliable and uniform population projections. The Federal Government has not established guidelines for the preparation or application of population projections for States, counties or other local areas, although these projections are increasingly used for planning and allocating funds under major Federal programs. The allocation of Federal funds can have a powerful influence over the direction of population change in a region, and such change may not be consistent with local or national goals. Furthermore, expenditures based on inflated projections may waste Federal funds and burden local governments with the maintenance of oversized facilities.

SELECT COMMITTEE RECOMMENDATIONS

34. A mechanism should be established to review and coordinate the use of projections by Federal agencies and to establish clear guidelines for the preparation and use of projections for States and local areas in Federal funding allocations formulas. The Committee recommends that:

- (a) projections be based on demographically sound methodologies;
- (b) projections be updated regularly;

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(c) checks be applied to assure that the total of all State projections and all projections for local areas be more or less equal to reasonable projections of the total population for the country as a whole--otherwise the local and State projections become misleading or meaningless; and

(d) State and local governments and the public be encouraged to participate in the preparation of projections.

35. The Statistical Policy Coordination Committee of the President's Cabinet should conduct a survey of all Federal agencies using population projections to determine how those projections are developed and used.

SELECT COMMITTEE: ISSUES WARRANTING FURTHER INQUIRY

1. No single Federal agency has primary responsibility for population-related policies and activities. Several concentrate on fertility issues--the DHEW Office of Population Affairs (OPA) and the Center for Population Research (CPR) at the National Institutes of Health (NIH), for example. However, no single agency considers the whole range of population issues, including such key components as immigration, internal migration, and mortality. Because at present no one agency has the capacity or the mandate to assume this responsibility, a comprehensive view of U. S. population change and its policy implications is lacking, and coordination is poor among agencies in matters pertaining to population.

Congress should review the responsibilities and actions of various Federal agencies, in order to:

- o provide a summary of the Federal role in population,
- o identify the effectiveness of current lines of responsibility, and
- o assess alternative proposals for improving the Federal role in matters pertaining to population.

This review could also provide a forum for the discussion of alternative approaches to policymaking on population-related issues.

Given the sweeping institutional reforms that the Select Committee, as well as others, have recommended in relation to U. S. population policy, the Global Resources, Environment and Population Act appears to be that type of legislation that can be classified as innovative. This is the judgment which Michael E. Kraft, Professor of Political Science and Public Policy at the University of Wisconsin at Green Bay, makes in his published speech, "Innovations in U. S.

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Population Policy: The Politics of Policy Change" (presented before the American Public Health Association, Nov. 1982). Noting that, in general, major U. S. policy revisions follow comparatively long periods of gestation, Kraft suggests that the seemingly extended debate over the issues, proposals, and implications of such legislation is necessary and appropriate. There is a need for the relevant concepts and considerations to be entertained and become accepted by the wider public, and to enter the thought processes of opinion-makers. The result--and this is the outcome that ZPG would like for H. R. 2491--is a stronger, more well-designed measure than might otherwise have been passed in a hurry, one that is responsive to the needs of our society. Kraft offers the following questions that must be dealt with in devising this innovative population policy legislation:

1. Should the national government welcome sustained low fertility and the stabilization of the population it implies--and continue to support programs and practices, such as family planning and access to abortion services, that will help to keep fertility low--or attempt at some point to raise fertility and slow the decline in the growth rate through pronatalist policies? Should the nation adopt a formal policy on the population size most consistent with other national goals (e.g., on the environment, energy use, economic growth, and individual rights)?
2. Should the federal government, in cooperation with state and local governments, adopt an explicit national policy to influence the distribution of the population? What type of policy will best minimize the undesirable economic and social impact of migration and changing patterns of regional growth and economic development?
3. Should federal, state, and local governments adopt policies to enhance their capacity to engage in demographic data analysis and planning for changes in the size, age composition, and geographic distribution of the population? What types of institutional arrangements are best suited for such long-range population planning?

In the population policy debate so far, much has been said about the negative impacts of expanding human consumption and human settlement in the U. S. on the nation's and the world's resources and environment. As Anne Ehrlich, senior research associate at Stanford University, states in the attached article, "Critical Masses: World Population 1984" (Sierra, July/August 1984, pp. 36-40), "Americans are world-champion consumers and polluters, drawing resources from every region on Earth while dispersing air and water pollutants and toxic wastes around the world." A detailed look at U. S. environmental problems related to population growth is presented in the Sierra Club publication, Population Stabilization and the Sierra Club's Priorities: The Need for Population Stabilization in the U. S. This brochure is accompanied by the Sierra Club's statement supporting H. R. 2491, and both are here presented for the record of this hearing, with the request that they stand as separate testimony, not as part of ZPG's testimony.

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It is important to note that, at the present annual growth rate of one percent, the United States will add the equivalent of a new California every decade and a new Washington, D. C. each year. THE U. S. ADDS ONE PERSON TO ITS POPULATION ABOUT EVERY 16 SECONDS, as is noted in Changing Profiles: The 1980 Census and American's Energy Future (Edison Electric Institute, 1982, p. 9) by Dennis Little, Visiting Professor of Policy Sciences at the University of Maryland. Already there are many signs that this country is already over-populated. The strains of population growth are increasingly visible everywhere--in the water-short sprawl of Los Angeles and Phoenix; in the overdevelopment of shoreline that degrades the water quality and alters the ecology of the Chesapeake Bay; in the conversion of rural properties to residential and commercial uses (the American Land Forum estimates that one million acres of prime U. S. agricultural land are lost every year); in the die-back of eastern forests and the eutrophication of New England lakes due to acid rain; in the air pollution, leaking dumpsites, and tainted water supplies in communities for which local and national leaders have failed to develop effective policies to deal with the disposal of toxic substances and the allocation of scarce or non-renewable economic and environmental resources.

Very near to Washington, D. C. we have an example of population impact on natural resources. The Chesapeake Bay, one of the world's most bountiful bodies of water, is slowly dying. The July 23, 1984 issue of Time magazine reports that the annual oyster catch from the Bay in the nineteenth century weighed in at 120 million pounds, but now totals less than 20 million pounds. In 1983, the harvest of striped bass (also called rockfish) amounted to only 400,000 pounds, compared to a 5 million pound haul as recently as ten years ago. The Time article stated that,

Some of the damage stems from natural causes. But most of the bay's problems can be traced to man. Between 1950 and 1980, population in the bay's watershed increased from 8.5 million to 12.7 million, and the amount of sewage dumped into the Chesapeake's tributaries and into the bay rose accordingly...The growth of the bay area's population has been accompanied by the peril of pollution. The EPA found high concentrations of heavy metals such as copper, cadmium and lead in rivers flowing into the bay from Baltimore, Washington and other cities; high levels of organic compounds, including PCBs, Kepone and DDT, were detected in Pennsylvania and Virginia rivers that flow into the bay.

As a tool for anticipating environmental, natural resource, and demographic trends, foresight capability is the topic of an important study released this year which we commend to the Subcommittee: Corporate Use of Information Regarding Natural Resources and Environmental Quality, prepared by Russell E. Train, President of the World Wildlife Fund, for the CEO. According to this report, U. S. corporations consider information on natural resources and environmental quality vital to their success and they rely on the federal

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government to supply it. However, they feel that the government's data is not timely, its forecasts are unreliable, and its international information is inadequate.

Certainly, similar comments have been made before, most notably, in the 1980 Global 2000 Report to the President by the CEQ and the U. S. State Department. This document illuminates the problems created by the uncoordinated, often duplicative information-gathering services of the many federal agencies. Applying varying data quality control, employing disparate assumptions and different resource models, using inconsistent units of measurement--the agencies tend to work at cross purposes, and together cannot express coherent views of the national and global resource situation. What results is crisis-oriented reaction.

To illustrate this, Frank Potter, Chief Counsel and Staff Director of the House Committee on Energy and Commerce, is quoted in Public Issue Early Warning Systems: Legislative and Institutional Alternatives (U. S. House of Representatives, Committee on Energy and Commerce, 1982, p. 617), referring to President Carter's 1979 proposal for an \$80 billion dollar synthetic fuels program: "...it is abundantly clear that this exemplifies yet another classic example of national inactivity, followed by a perceived crisis, followed by a crash program designed to produce an instant and expensive response to a problem which ought to have been anticipated years earlier, and to which a more gradual and cost-effective response ought to have been developed."

Global trends, of course, are crucial. The United States has strategic and international trade interests to protect, as well as humanitarian and world peace objectives. We need to be aware that global over-population is both a direct cause of and a contributing factor in the widespread under-employment; the economic decline; the degradation and depletion of environmental resources; the deprivation and hunger; the social inequities; the mass migrations; and the political conflict that prevail in a large number of developing countries today. Every year, 15 million over-used, once-productive acres become desert...in Africa, a hundred million people are headed for starvation...Mexico's labor force, with an excessive unemployment rate, is growing faster than that of any other large nation...economic and political refugees crowd into Third World cities and pour over national borders...since World War II, many local and regional wars have been started but few have been ended, and today 46 nations are engaged in armed conflict within their boundaries or with other countries.

Nearly all of the developing nations in which the United States has vital security and economic interests are reeling under severe population problems: most nations of Central America and the Caribbean, Korea, the Philippines, Indonesia, Pakistan, Turkey, Egypt, Morocco, Kenya, Nigeria, Brazil, and Mexico. In Kenya, for instance, the 1982 population of 18 million will probably more than double, to 40 million, by the year 2000. The resulting stress on that nation's government should be a cause for concern, since the U. S. and other western powers use the port at Mombasa for naval purposes. From some of the low-income nations we import vast quantities of irreplaceable materials; e.g.,

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over 90 percent of the tin, over 50 percent of the aluminum, and over 30 percent of the manganese that we use. Furthermore, developing countries buy about 40 percent of the total U. S. exports, and, in this way, support one out of every 20 U. S. manufacturing jobs.

Foresight capability, whether focused on international or internal U. S. factors, can provide the strategic advantage for alleviating instead of aggravating an impending problem. An example of the potential for harm that is inherent in the lack of national planning was provided by the Chinese government, which waited until the late 1970s before surveying its population's needs. Astoundingly, they discovered that the nation's drinking water supply could support no more than 800 million people at a decent standard of living--yet almost 100 million more were already living in China! Fortunately, we in the United States still have the time, if we adopt the means, to allocate our resources and services wisely and fairly.

As we have seen above, the Select Committee found that the wisdom and fairness of resource allocation at the state and local levels of government can be thwarted by the effects of federal government policies and by the lack of reliable data from federal sources. For instance, as an example of many older industrial cities, Gary, Indiana, might have benefitted 10 and 15 years ago from timely information from U. S. agencies that projected the coming flight of residents and businesses out of the city and into the suburbs. This out-migration was partly due to the deterioration of the inner city at a time when U. S. policies mostly ignored the need to reinvest in urban centers and instead spurred suburban sprawl by providing housing and development loans, and by extending freeways and water/sewer service into rural areas. At the same time, the local steel industry was also deteriorating, with layoffs and unemployment increasing, while the U. S. government allowed European countries to dump steel on American markets.

Advance notice might have inspired the city's planners and leaders to adopt incentives to counteract and prevent the resultant loss of tax base. Urban flight left the city less financially able to restore its aging infrastructure and ill-prepared to meet increasing demands for human services for the indigent elderly and otherwise disadvantaged population that remained in the city. Of course, national foresight capability and policies that lessen the environmental, social, and economic effects of U. S. decision-making could make a telling difference to cities like Gary. In response to our recent inquiry about data needs, a representative of the Gary planning staff said that for allocating land use and zoning, and for studying alternative sewage disposal systems, most of their resource and demographic information comes from the federal government, often from the Environmental Protection Agency. However, the city's planners have not found the U. S.-supplied data very reliable, and they need more accurate, more comprehensive information presented in a variety of useful media and formats.

The multitude of ways in which the federal government could help but often hampers state and local jurisdictions are highlighted in the Select Committee's

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findings. National foresight capability would enable governments at all levels to make more timely, better informed decisions about our future. And an explicit population policy with a voluntary goal of early stabilization would place the United States of America in the position of planning the future, instead of reacting to it.

Madame Chairman, I am including as exhibits several statements of support from our members and chapters. We thank you for providing this opportunity to discuss the provisions of The Global Resources, Environment and Population Act. By holding today's hearing, you have made a generous contribution to the process through which the issues and implications must be clarified before this much-needed legislation can become new U. S. policy.

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THE NEED FOR A U.S. POPULATION STABILIZATION POLICY

by Robert W. Gillespie, President

The United States has the fastest population growth in the developed world. There were 1.64 million more births than deaths in 1983. Added to this population increase was 60,600 refugees, an estimated 610,000 legal immigrants and approximately 800,000 illegal immigrants. The total population increase was 3,110,000. At present rates of growth, assuming a net reproductive rate of less than one, the population will double in 50 years.

Even with less than replacements size families, the population will grow for the next 60 years. The number of women entering the prime childbearing years of 25 to 35 has increased from 12.7 million women in 1970 to 18.2 in 1983. The problem was compounded by over a million teenage pregnancies last year. The momentum built into the age profile will have an impact on all government services and private businesses. The fact is that three working people support one person over 65 today and by 2005 two working people will have to support one person over 65.

No industrialized country consumes as much energy per capita as the citizens of the United States. In terms of energy use per capita, we are growing at the equivalent of 120 million Indians or 6.5 million Europeans a year. A principal reason the population growth of the earth has gone virtually unchecked in the last century is that gas and oil have fueled industrial and agricultural advancements. If you took away the fossil fuels, which provide 93% of our energy needs today, the United States would be able to support less than 30 million people at current standards of living.

Even with a rapid decline in the birth rates, the number of people added to the earth each year will increase from 84 million to 100 million in the year 2000. In 1930 there were 2 billion people on the planet. Today there are 4.6 billion. The last billion people were added since 1969 and the next billion will be added in nine years.

Without population stabilization policies and programs, democracy, the right to own property, national security, jobs, housing, education, civil order, health care, security in old age, the environment, the preservation of wildlife and natural resources all will be adversely affected. The U.S. population is currently 235 million. The policies and programs needed to stabilize the United States population at 250 million should be put into effect now. Such policies will need to limit illegal immigration and provide incentives for childless couples and those with one child and disincentives for couples with more than two children.

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POPULATION COMMUNICATION

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Without population stabilization policies and programs, democracy, the right to own property, national security, jobs, housing, education, civil order, health care, security in old age, the environment, the preservation of wildlife and natural resources all will be adversely affected. The U.S. population is currently 235 million. The policies and programs needed to stabilize the United States population at 250 million should be put into effect now. Such policies will need to limit illegal immigration and provide incentives for childless couples and those with one child and disincentives for couples with more than two children.

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POPULATION COMMUNICATION

1489 EAST COLORADO BLVD. SUITE 202
PASADENA CALIFORNIA 91106

311 793 4740
CABLE 14 PPTM

THE POPULATION CRISIS TODAY

by Robert W. Gillespie

There is no greater threat to democracy, civil liberties, national security and the American standard of living than uncontrolled population growth, nationally and internationally.

There are now 4.6 billion people on this planet, when you were born, there were 3 billion. By the year 2000, if birth rates continue to decline at current rates, the number of people added to the earth each year will increase from 83 million to 100 million. By 2000 the number of people on the planet will be 6 billion and by 2015, there will be 8 billion, according to low UN projects.

The U.S. has not reached zero population growth and will not for 60 years. In fact, the birth rate is increasing. In the U.S. in 1983, there were 1.6 million more births than deaths in part due to one million teenage pregnancies and the increase of women entering the prime childbearing years of 25 to 35. In 1970 there were 12.7 million women in this category and now there are 18.2 million.

Due to legal and illegal immigration and the influx of refugees, the U.S. has the fastest growing population in the industrialized world. Many cities, like Miami, are experiencing the labor displacement of minorities and the potential for conflict could be explosive in 3 to 4 years when 10 million people reside illegally in the U.S.

Mexico City has grown from 2.9 million in 1950 to 14 million today and will reach 31 million by the turn of the century. If Mexican couples are able to achieve a two-child family by the year 2000, the population of 67 million will double to 130 million people. The momentum of growth is built into the age profile; 50% of the population has not yet started to have children.

Many of the population and economic reasons for the revolution in Iran, where I worked for six years, exist today in many of the countries that export oil, such as Venezuela, Nigeria, Indonesia and Mexico.

Most governments in the developing countries have no effective

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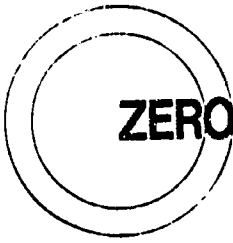
population policies or programs, i.e. all of Africa and most of Latin America, or the programs controlling population growth have had limited success, such as in India, Pakistan and Bangladesh. In Indonesia, Philippines and Thailand, the family planning and development programs have slowed the doubling time from 23 to 30 years. To stabilize population in Asia, Africa and Latin America at present levels, couples would have to achieve a completed family size of one child for the next 30 years.

India has, for the last 15 years, added over one million mouths to feed each month. If couples have half the number of children they are currently having, the population will still double.

Developing countries that are on the brink of famine could use nuclear black mail for food; take hostages or attempt to invade the Middle East for oil supplies. The fact is that there will eventually be direct competition for a barrel of oil produced in the Middle East between the developing countries, needing the oil to produce grain, and Americans, to fuel automobiles.

The American public should be aware of these facts and support population stabilization policies. We should also be aware of the problems of uncontrolled population growth in developing countries as they affect our national security, foreign assistance, energy supplies, employment displacement and deterioration.

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ZERO POPULATION GROWTH

THE POPULATION STABILIZATION ORGANIZATION

July 10, 1984

The Los Angeles Chapter of Zero Population Growth would like to add its statement of approval that the Subcommittee on Census and Population is scheduling a hearing on the Global, Resources, Environment and Population Act (HR 2491). We believe that there is no issue of such far-reaching vital importance as governmental acknowledgment that overpopulation causes environmental devastation to all peoples of all nations, and that foresight capability in the United States is essential. We also believe that it is time that the United States, as the only developed nation in the world without a Population Policy, should fall into line with the others not just as a courtesy, but for the solidarity of life on our planet. We are aware that HR2491 has over 50 U.S. Representatives and Senators as co-sponsors, and 38 national organizations calling for action on this legislation, which is a final potent reason for early passage. We appreciate the opportunity to express our sentiments.

Elaine Stansfield

Elaine Stansfield, Director ZPG-LA

Los Angeles Chapter

Note new address:
Zero Population Growth
20004 Preuss Road
Los Angeles, CA 90034

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RE: H.R. 2491

Whereas geometric population growth profoundly affects the use of our natural resources resulting in rapid depletion and eventual environmental degradation, it is imperative the the Federal Government develop an agency which addresses these vital issues at this time.

This agency would be called the Interagency Council on Global Resources, Environment and Population and would involve representatives from existing Federal agencies and Cabinet level officials. This agency would report and assess national and global changes thus providing the Federal Government a barometer of sorts to help make policies and shape programs which would accomodate the demographic changes, whether it be programs for food, energy needs, education or suggesting how the peoples in these populations would affect the environment and also the possibility of employment.

Since the authors of "The Global '2000 Report to the President" in 1980 have educated us to the limits of our finite world, it is important that such an interagency be established as soon as possible.

We in the Minnesota Chapter of Zero Population Growth support the establishment of this agency and would recommend that one of the goals of the agency would be to formulate and recommend a national population policy which could result in population stabilization by voluntary efforts.

Please vote yes on P R. 2491.

Vivian Liden

Vivian Liden

President-Minnesota Chapter
Zero Population Growth

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To the Subcommittee on
Census and Population

Ref: H.R. 2491

19 July 1984

To whom it may concern:

The members of the Seattle Chapter
of Zero Population Growth, deeply concerned
with the protection of the balance of natural
resources, strongly support the legislation
contained in H.R. 2491

Chapter Representative,
Andrea Brass
Vice-president, Board

Seattle Chapter: 4426 Burke Avenue N. / Seattle, Washington 98103 / Telephone (206) 633-4750

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July 16, 1984.

San Diego Chapter, Zero Population Growth
5363 Saxon Street, San Diego, California 92115 (619) 583-9226

To: Hon. Katie G. Hall, Chairperson, Census and Population Subcommittee, U.S. House of Representatives.

IN RE: Global, Resources, Environment and Population Act (H.R. 2491).

Last year, the United States had the largest population increase in its history and the largest among the industrialized nations. It is probably not a coincidence that the U.S. is the only industrialized nation without a national population policy (or even a semblance of one!).

It might be inferred from this that, if our country had had a national population policy, our population growth might have been considerably less. The San Diego Chapter of Zero Population Growth does make this inference because it believes the U.S. is already over-populated and a national population policy based upon the best evidence available would reflect this conclusion.

Therefore, this Chapter of Zero Population Growth urges the passage of H.R. 2491. Some such legislation is urgently needed. Population growth may be the greatest threat facing the United States, the world and even humanity, itself. Yet, we have no significant ongoing government effort to assess the consequences of population growth or to formulate a population policy for our country.

That we are so unprepared in this area may be partially due to our people's failure to exhibit widespread concern about population growth. There are a number of reasons that the adverse effects of population growth is not appreciated by the public at large. For one thing, the Federal Government has borrowed giant sums of money to enable it to carry on its missions pretty much as usual. We are like a family enjoying a high life style on credit cards. However, it is apparent that the cost of caring for our people who increase in number by millions each year will begin to be brought home to the public shortly after the presidential elections in the form of higher taxes.

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HR 2491

7-16-84

Then, too, the evil effects of population growth are insidious. There is no cataclysmic event but, instead, gradually deteriorating aspects of our environment, quality of life, and general wellbeing that may not be perceived as caused or aggravated by population growth until the situation becomes acute.

We say the need for a sensible national population policy is urgent.

As our population grows, our options vis-a-vis the population growth problem are reduced. As we divert even more of our resources to providing the necessities of life to an ever-larger population, other things, such as national defense, must suffer.

In assessing the urgency of our need for a national population policy, we should be mindful of the long time lag between arriving at a policy of population stabilization and achieving that goal. This time lag will likely be measured in decades. Even countries willing and able to impose drastic birth control measures are constrained by factors mitigating against speedy population growth containment.

One of these constraints is called demographic momentum which, simply put, is the after effects of a disproportionately large number of young people due to recent past population growth. With a disproportionately large number of younger people in the population, the reduction in child-bearing by the average woman must be greater than that required to achieve the same population growth reduction in a population with a more "normal" age distribution.

Another constraint upon the speed with which population stabilization can be gained is the trade-off between reduced births (and reduced immigration) and the relative size of the retired segment of the population. It is obviously undesirable to have a work force not much larger than group it is supporting. The alternatives are to reduce the number of oldsters, slow population growth reduction, require the work force to support the oldsters, or some equally unpalatable combination of these actions.

In our own society, a very real constraint is the opposition of a significant number of its members to one, more, or all of the means that can be employed to reduce population growth. The grounds for opposition are varied but have the common characteristic of being rooted in emotionally charged views, i.e., not generally or readily amenable to change by rational arguments.

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H.R. 2491

7-16-84

We can not afford to keep our heads buried in the sand to avoid seeing the relationship between population growth and all the things that make life worth living. Or should I say "liveable"? The hour is late. The threat is real and deserves to be dealt with on an urgent basis. If we don't do something, we soon be as poor as the countries from which most of our immigrants come and for the same reason -- too damned many people.

We fervently hope H.R. 2491 will become law. We would prefer that this legislation focus more upon the United States and less upon the global problem. But this is only a preference. Our main concern is that our country has a sensible national population policy, and soon!

Respectfully submitted:

John D. Oliver
John D. Oliver,
Coordinator,
San Diego Chapt., ZPG.

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SOCIETY OF AMERICAN FORESTERS

*Professionals advancing the science, technology, practice and
teaching of forestry to benefit society*

at Wild Acres • 5400 Grosvenor Lane • Bethesda, Maryland 20814 • (301) 897-8720

August 6, 1984

The Honorable Katie Hall
Chairperson
Subcommittee on Census and
Population
Committee on Post Office and
Civil Service
U.S. House of Representatives
Washington, DC 20515

ATTN: Kathy Jurado

Dear Representative Hall:

I am writing you regarding H.R. 2491, the Global Resources, Environment and Population Act. I ask that this letter and referenced attachments be submitted for the record of the July 26, 1984, hearing on H.R. 2491.

The Society of American Foresters is the national organization representing all segments of the forestry profession in the United States. Our 20,000 members are dedicated to using the knowledge and skills of the profession to benefit society.

The forestry profession supports H.R. 2491, as introduced.

Forestry is a science that demands an ability to project renewable natural resource supplies and the demand for those resources many decades into the future. An adequate foresight capability is essential to the wise stewardship of the resources that are entrusted to our care.

Foresters are also aware of the deleterious effects of straining resources beyond their biological capability. For this reason, the nation's national forests are managed under the principle of sustained yield—a policy intended to ensure that timber and other resources are not harvested at a rate that hinders their ability to sustain production. Human population growth can create demands on the renewable natural resources of this and other nations that threaten the capability of these resources to sustain their productivity. The best science and technology we can devise will not extricate us from the absolute limitations of the carrying capacity of our environment.

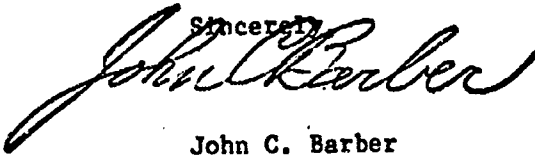
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The Honorable Katie Hall
August 3, 1984
Page Two

We recently wrote President Reagan to make him aware of our views and our support for H.R. 2491. A copy of our letter is attached. We urge your support of this important legislation.

Thank you for this opportunity to present our views.

Sincerely,



John C. Barber
Executive Vice President

JCB/JRL/lms

Attachments

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POSITION STATEMENT
ON THE ESTABLISHMENT OF
A NATIONAL POPULATION POLICY
AND OFFICE OF POPULATION POLICY

A total conservation effort requires integrated planning of all natural and human resource programs. The relationship of human populations to forestland resources is a critical factor in achieving the full benefits of those resources. If human populations continue to increase substantially, insatiable demands on forestland resources will occur.

The United States has the capacity to provide leadership in this global population challenge--as it has done in the conservation movement. Our legislative measures to ameliorate air and water pollution, toxic wastes, and protect endangered species and wildlands have established a world standard. Yet, these measures treat only the symptoms of uncontrolled population growth. This primary conservation issue has yet to be seriously addressed by the nation.

Professional foresters are concerned about the destruction and degradation of habitat for both humans and wildlife. Mounting population pressures not only lower the quality of life for humans but also contribute to the extinction of plant and wildlife species. The parallels of current population trends to wildlife management principles are obvious--making natural-resource management ineffectual. The best science and technology we can devise will not extricate us from the absolute limitations of the carrying capacity of our environment.

These realities were formally recognized by the Society of American Foresters' membership in 1977, when the following policy was adopted by referendum: "The relationship of human populations to forestland resources is a critical factor in optimizing forest benefits. A total conservation effort requires integrated planning of all natural and human resource programs. If human populations expand substantially in the future, considerable increases in the demands on forestland resources will occur." Therefore, the Society endorses efforts to place before the public scientific information on the dangers of unlimited population expansion and the management options which will have to be faced.

The Society of American Foresters supports H.R. 2491 and S. 1025 (as introduced) to establish a national policy of population stabilization and an office to coordinate its implementation. While recognizing that the technical aspects of effecting such a policy are peripheral to the expertise of professional land managers, we also recognize that the long-term effectiveness of our management and conservation efforts depends on the resolution of this major domestic and global challenge.

Approved by the Council of the Society of American Foresters on
May 2, 1984.

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SOCIETY OF AMERICAN FORESTERS

*Professionals advancing the science, technology, practice and
teaching of forestry to benefit society*

at Wild Acres • 5400 Grosvenor Lane • Bethesda, Maryland 20814 • (301) 897-8720

July 26, 1984

The President of the United States
The White House
Washington, DC 20500

Dear Mr. President:

The issue of human population policy and the role the United States should play regarding the population policies of other nations has received much attention recently. I am writing you to express our concern for the need to encourage a policy of population stabilization both in the United States and abroad.

The Society of American Foresters is the national organization representing all segments of the forestry profession in the United States. We are the oldest professional renewable natural resource organization in the nation--established by Gifford Pinchot in 1900. Our 20,000 members include public and private practitioners, researchers, educators, administrators, and students and share similar training and experience in the basic principles of renewable natural resources management.

While population stabilization is often viewed as a liberal cause, we believe it is an essential element in the wise stewardship of the world's natural resources. Rapid growth in human populations can severely strain the natural resource base, which in most thirdworld nations, is the key to their economic growth. Extant cutting of tropical forests, overgrazing of native grasslands, abusive agricultural practices and desertification are often the symptoms of a society whose population has exceeded its resources. These practices can damage ecological systems and permanently impair their productivity.

The forestry profession does not endorse any particular population stabilization method. Rather, we believe that nations, including the United States, should have the foresight and capability to project their population growth, determine the effects of that growth, and develop the means to mitigate or avert any negative consequence that may result.

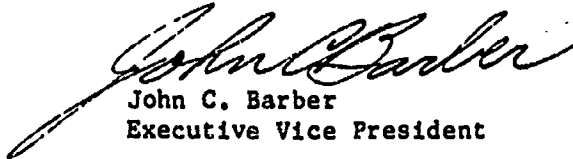
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The President of the United States
July 26, 1984
Page Two

Two bills in the Congress--H.R. 2491 and S. 1025--would provide the United States with means to address human population issues both here and in other nations. SAF has endorsed the Global Resources, Environment, and Population Act. A copy of our position on this issue is enclosed.

We hope that you will support this legislation and policies that will provide other nations with the capability to address their present or potential population problems.

Sincerely,



John C. Barber
Executive Vice President

Enclosure

cc: The Honorable Mark O. Hatfield
The Honorable Richard L. Ottinger

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